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HEALTH FOR REJECTEES
Samuel J. Kopetzky, M. D.

TOMORROW'S CHILDREN
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"SOME SCARS REMAIN"
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JANUARY JOURNAL OF SOCIAL WORK 1942

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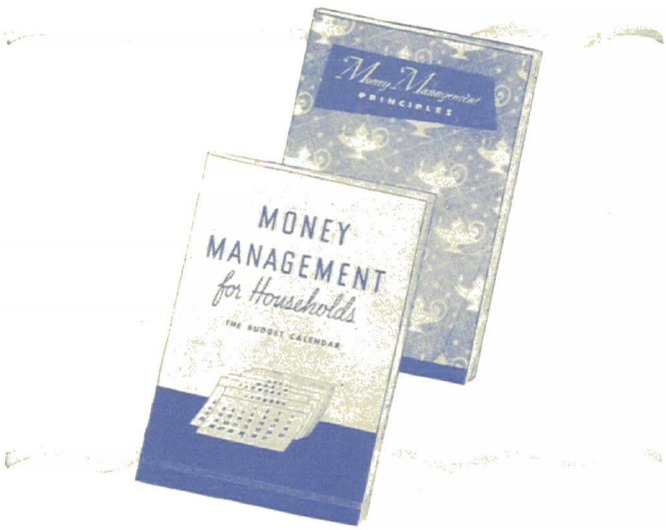

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Second Term—July 27 to August 28

THE SOCIAL SERVICE REVIEW

Edited by EDITH ABBOTT

A Professional Quarterly for Social Workers

to Study Itinerary Sunday 4-7-42

SURVEY MIDMONTHLY for January 1942. Vol. LXXVIII, No. 1. Published monthly and copyrighted 1942 by SURVEY ASSOCIATES, Inc., Publication Office, 34 North Crystal Street, East Stroudsburg, Pa. Editorial and business office, 112 East 19 Street, New York, N. Y. Price this issue 30 cents; $3 a year; foreign postage 50 cents extra; Canadian 75 cents. Entered as second class matter, June 22, 1940, at the post office at East Stroudsburg, Pa., under the act of March 3, 1879. Acceptance for mailing at a special rate of postage provided for in Section 1103, Act of October 3, 1917, authorized Dec. 1, 1921. Printed in U.S.A.

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SURVEY MIDMONTHLY

SURVEY ASSOCIATES INC.

Publication Office
34 North Crystal Street, East Stroudsburg, Pa.
Editorial and Business Office
112 East 19 Street, New York, N. Y.

SURVEY MIDMONTHLY—Monthly—$3 a year
SURVEY GRAPHIC—Monthly—$3 a year
SUBSCRIPTION TO BOTH—$5 a year

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So They Say

• When it comes to motives, let us leave the role of omniscience to God.—MRS. DWIGHT W. MORROW.

• We ought to drop out the words "labor relations" and act and think in terms of "human relations." — ELINORE M. HERRICK, *regional director, NLRB.*

• If words always meant the same things to all people we should have nothing but unanimous decisions from the Supreme Court.—CHARLES POOR *in New York Times.*

• Time does not permit any administrator in the defense program to tolerate unnecessary innovation or experimentation in the social or economic field.—LEON HENDERSON, *Price Administrator.*

• One thing you learn very quickly in teaching students at the loftiest levels of education is that they cannot read.—ROBERT MAYNARD HUTCHINS, *president, University of Chicago, in Harpers Magazine.*

• The resolution that moves the American people today was not handed down from above by any one man. It is the groundswell of all the people—it comes from the grass roots and the alleys and the houses of little towns. That is our huge weapon.—*The Council of Democracy in "This is Our Answer."*

• We are a funny people.—PRESIDENT ROOSEVELT.

• The State is no magic cornucopia; it is only a mechanism of cooperation.—GEOFFREY CROWTHER, *editor, London Economist in Fortune.*

• We have established such a habit of grousing about what goes wrong that we almost forget to remember that in this country a lot of things go right.—H. V. KALTENBORN, *radio commentator.*

• Owing to the requisition of steel by the U. S. government we are faced with a very dangerous shortage of wire hangers. The situation is becoming very tense.—*Sign in a dry cleaning shop, Forest Hills, N. Y.*

• Oh God, who doth understand the dreadful path which now our feet must tread . . . forgive us our share in the sin of all the world which has brought to so many the fruit of these terrible days. Keep us from the bitterness of hatred, the temptation to revenge, the pessimism of despair...—*Prayer of the* REV. LESLIE D. WEATHERHEAD, *minister of The City Temple, London.*

• You cannot legislate harmony and cooperation.—BAUKHAGE, *radio commentator.*

• The future will not take care of itself. It will be what we make it.—HELEN WRIGHT *to the alumni of the University of Chicago at the fiftieth anniversary.*

• War does not so much create new problems as bring to the forefront problems which have been for long in the state of incubation.—LORD DAWSON of PENN.

• In view of the multitude of the population and in view of their valor in war, the confines of Switzerland were too narrow for the Helvetians.—*Orgetorix in Caesar's Gallic Wars, c. 51 B. C.*

• The richest man in England cannot buy a new car, a new tire, a new aluminum pan or a stainless-steel knife. These goods are not produced any more for civilian use.—PETER F. DRUCKER, *in The Saturday Evening Post.*

• Hate is an infectious disease, disseminated by carriers. Hate orators, hate publishers, hate organizers, are as serious a menace as typhoid carriers. It is no use to intern them; they should be hospitalized. — THE REV. EVERETT R. CLINCHY, *president, National Conference of Christians and Jews.*

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In Hawaii. Amid clouds of smoke caused by Japanese incendiary bombs in the surprise attack, Red Cross nurses and their volunteer assistants rushed to set up a temporary first aid station under the palms of a Honolulu park

The ARC Was Prepared

Wide World

In San Francisco. When the first American children had to be evacuated from American territory to "the mainland," volunteers were ready for them

American Red Cross

In safety on Christmas Day. One of the first child evacuees to come from Hawaii

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SURVEY MIDMONTHLY

JANUARY 1942

VOL. LXXVIII NO. 1

War and Welfare

By GERTRUDE SPRINGER and KATHRYN CLOSE

NOT a contingency of tomorrow but a grim fact of today confronted the members of the American Public Welfare Association when they assembled in Washington in mid-December for their sixth annual round table conference. They had planned to discuss the impact of the defense program on the public welfare services for which they are responsible. But during the very days when many of them were en route to the meeting the implications of defense became the realities of war. The word was no longer "If it comes," but "Here it is."

No one, least of all the APWA staff who planned it, knew how the conference would turn out. Would people come? Would the program, developed out of the pre-December 7 concerns of the membership, fit their changed temper on December 12?

The answer to both questions was "Yes." People, some 600 of them, came from all over the country, from every walk of public welfare life—city and town, county and state. Each one came full of his own problems, looking and hoping for the answers. What each one discovered was that his problems were not unique. They were common to everyone; they sprang from the changes and tensions of the past year, and were accentuated and sharpened, but not created, by the fact of war. And the answers were not to be found in Washington; they must be searched for at home.

And so, because its topics were close-in and immediate, the planned program stood, but the approach and emphasis changed. Theory went out the window and concrete experience came in. "What can we do?" gave place to "What must we do?" If there was a single thread that ran through all the discussions in and out of meetings, it was a quick readiness to accept new duties, but along with it an awareness that clearly defined lines of responsibility are necessary to effective performance.

The lines come down from the top, from the Office of Defense Health and Welfare Services, the Office of Civilian Defense, the Red Cross—but what happens when they meet in Ourtown? Who should do what? If civilians, especially children, are evacuated from certain areas, whose job will it be to look after them in the places where they go? The OCD? The Red Cross? The going child welfare services? What about competent people to do all the jobs that are looming up? Public welfare staffs from top to bottom already have been "raided" by expanding national and emergency organizations. What about people to carry on the regular welfare services in Ourtown? What about the hard-won standards of personnel? Yes, what about the merit system?

Of course there are volunteers, plenty of them, it seems, for the new activities colored by wartime conditions. But volunteers, the public welfare people admitted a little ruefully, had never been very much in their scheme of things. They would have to learn to use them. But how? Who would train them and for what? Could the routines of the unglamorous county welfare office hold them against more adventurous calls on their time and interest?

THE question that popped up at every session, big or little, was, "Where does the Red Cross come in?" In such matters as home service will it pick up where it left off in the other war when there was no nationwide public welfare organization? In the event of acute local emergency is the OCD or the Red Cross Disaster Relief Service responsible? Would the evacuation of children be a "disaster" in the Red Cross sense? Who should administer allowances to soldiers' families? County welfare offices with their established responsibility for handling public funds? The Red Cross with its franchise for "providing or securing the service and assistance needed"?

Red Cross people were in every meeting and only rarely were they stumped by the questions flung at them. The final answer, even to the stumpers, seemed to be: "Go home and iron this out in your own community with the people and under the conditions that you have there. Get together, not for glory, but for service."

Representatives of both the Red Cross and the OCD stood firmly on the joint statement of policy adopted in September, holding that within that framework responsibility at any level could be defined and implemented. To quote that statement:

The Office of Civilian Defense is the official government agency "to assure effective coordination of federal relations with state and local governments engaged in defense activities, to provide for necessary cooperation with state and local government in respect to measures for adequate protection

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of the civilian population in emergency periods, to facilitate constructive civilian participation in the defense program, and to sustain national morale."

The American National Red Cross is the responsible agency for relief of suffering caused by disaster, both in peacetime and in the national defense emergency, by providing food, clothing, shelter, medical and nursing care and other basic necessities. Therefore, Red Cross Disaster Relief Service, nationally and in local chapters, will serve in emergency care and rehabilitation of individuals and families suffering from disaster caused by belligerent action during the national defense emergency in cooperation with governmental agencies—national, state, and local. In rescue work and emergency medical service caused by belligerent action by which the Office of Civilian Defense assumes leadership and responsibility, the Red Cross will make its services available as needed.

The Red Cross "acts as a medium of communication between the people of the United States of America and their army and navy." Cases of active service and ex-service men and their families should be referred to the Red Cross which is responsible for providing or securing the service and assistance needed. In carrying out these services the Red Cross makes maximum use of other community resources.

It was not quite clear just where this division of responsibility left the established welfare services, especially in those communities where local defense councils had been set up outside the general framework of government agencies. Some of the welfare officials seemed to think that it left them holding the bag. Others admitted that perhaps they had been less than aggressive in insisting that local welfare and health services are an integral part of the fabric of defense and must be woven into it. It was evident that certain state and local defense councils were due for enlightenment.

This gathering had overtones as well as undertones. The overtones were those of English experience in welfare services in time of war, brought to the conference by Malcolm MacDonald, High Commissioner for the United Kingdom in Canada; by Margaret Bondfield, former British Minister of Labor, now an officer of the National Council on Social Service, and by Eric Biddle, the APWA's observer of the British social services.

Mr. MacDonald spoke at the annual dinner of the association. In past wars, he said, the departments of government concerned with civilians had had only a minor part, but in this one they are in the front line of battle, sustaining the physical well-being and the morale of the people. The Ministry of Health has had more duties thrust upon it than it ever dreamed of. It had prepared for certain eventualities and it had to deal with entirely different events. It had to learn to be a builder, an engineer, an undertaker, and a nursemaid. "One of the great strengths of Britain has been the capacity to adapt quickly."

"The evacuation of children," said Mr. MacDonald, "was a great adventure, but it was only a part of the great movement of people into rural communities." These people carried their health and welfare problems with them, and services for them had to be improvised. Improvised, too, was the organization for caring for the homeless, "one of the most remarkable programs of mutual aid known to human history." Many of the improvisations will have a permanent influence, Mr. MacDonald believes, on England's post-war institutions: "It is a social revolution that is going on, peacefully accomplished by common consent in stress of war. . . . When the cannons stop there will be more work for men to do, the creative work of peace. We must fashion a new society worthy of our people."

Miss Bondfield spoke in a number of meetings, but always, whatever the immediate topic, she emphasized how the strength of Britain has been fortified by the sense of every man and woman that his task, however dull and humble it may seem, is an integral and valuable part of the whole national effort. "We accept the compulsory things because we are part and parcel of the organization which made them." Official leadership, said Miss Bondfield, must be vested in local authority, but actually it often comes from the outside and from the most unexpected places. "So long as it works within the national plan we take it where we find it. . . ."

Mr. Biddle, whose observations on the British social services already are familiar to readers of *Survey Midmonthly* [see "Public Welfare in Great Britain," October 1941, page 283], emphasized that in no period of British history has there been such enlargement of social services as in the past two years. In our own situation he warned against any neglect of the long range social services, and cautioned against the diffusion of responsibility for like services. The leadership and direction of the national government should not be resented by local governments; it should be demanded. Neither local nor even state boundaries nor the claims of "vested interests" should interfere with this national direction. "We are a nation at war and we must act as a nation."

THE round tables that give this conference its name were preceded by meetings of the two national councils, one of state and one of local welfare administrators, organized under the APWA. The major concerns of both groups did not differ greatly from those of the whole conference. Both were troubled by the spate of "federal representatives" that had descended on them of late, armed and panoplied with programs that called for local organization and support, but took little cognizance of local institutions and resources. Both were troubled by the constant time-consuming demand, usually from "higher ups," for exhaustive information on specific subjects which, as likely as not, was already in the files of the enquirer or of some kindred agency. Some arrangement for a clearing of information seems to be an urgent necessity and, at the request of the state administrators, the APWA will form a committee to work out a scheme with federal officials.

The local administrators were particularly troubled by problems of maintaining competent staff under the current pressures. While case loads are down, the cases remaining on the rolls are complicated and require the best qualified workers. But other jobs beckon, and public welfare salaries cannot compete with those of private agencies or with those of other government agencies. There is general uncertainty among the professional personnel with a good deal of soul-searching on the relative usefulness of national and local jobs.

The conference program was organized into panels and round tables focused on particular problems. But there was no effort to confine discussion to water-tight compartments. Anyone could talk about anything anywhere—and did. In this brief report of vigorous and provocative discussions, it is possible only to indicate their general direction. Detailed summaries will be found in the current *Public Welfare News* (10 cents from the APWA, 1313 East 60 Street, Chicago).

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Underwood & Underwood

Leaders of the American Public Welfare Association. Left to right: president, J. Milton Patterson, director, Maryland State Department of Public Welfare; chairman, National Council of State Public Assistance and Welfare Administrators, Howard L. Russell, secretary, Pennsylvania State Department of Public Assistance; chairman, National Council of Local Public Welfare Administrators, Charles J. Rieger, Jr., director, Department of Public Welfare, Louisville, Ky.

In opening the panel on community organization, Charles P. Taft, assistant director of the Office of Defense Health and Welfare Services, said that the time for surveys had passed and the time for action had come. "How can we secure integrated operation that makes people part of a great unity, part of a national community to which they are making a contribution?"

A good many "musts" ran through the subsequent discussion: "the federal government must . . . the community must . . . we must." The upshot was the conclusion:

We must achieve integrated planning which will recognize a central governmental responsibility to provide basic community services but, at the same time, make full use of private and voluntary resources and efforts. We must have integrated planning which will provide for adaptation of national programs to the needs in the several states and of state programs to the needs of local communities. We must have integrated planning to make effective use of local leadership, local initiative, and local resources.

The panel on post-war planning, chairman, Howard L. Russell, secretary of the Pennsylvania State Department of Public Assistance, started off with the assumption that "planning is necessary not only in order that our military achievements should not be sacrificed in a lost peace, but also in order that the people of this country may throw their whole energy into the task at hand with full confidence that a world of greater opportunity and security for all will emerge from the struggle."

But a post-war plan is not a blueprint to be taken out of a drawer when the peace treaty is signed. It is a process that parallels planning for war. It may have to be a matter of "bits and pieces," but if they all have a common philosophic direction they will fit together. The danger is that too many people will make too many "master plans" and that in the end Congress, baffled by "labor's plan" and "industry's plan" and "the government's plan" will "return to normalcy and do nothing." What we need at this stage is not high-powered intellectual blueprinting, but the widest possible discussion of the cracker-barrel type focused on the objective: "An economy in which all our resources, both human and material, are used to meet the needs of the people."

The round table on staff management, chairman, Harry O. Page, commissioner of the New Hampshire State Department of Public Welfare, took up in detail the problems of personnel that the local administrators had explored. The problem is not so much management of personnel as of getting and keeping it. Adjustments "within merit system patterns" were considered with the reluctant conclusion that, in the face of today's realities, "existing procedures must be streamlined," but that "the operation on the patient should not be fatal."

To the round table on administrative case studies, chairman, Walter W. Finke, director of the Minnesota State Division of Social Welfare, three "situations" were presented:

1. The demand of a particular union in the New York City Department of Welfare for the right to bargain for the staff on the ground that it represented the largest union membership in the department.
2. Friction in the Detroit City Department of Public Welfare between supervisor and workers or between administrator and supervisors as the result of promotions.
3. Strained relations which developed in Cleveland between welfare and housing officials when housing projects failed to produce any housing for relief clients and demolition of their dwellings got far ahead of new construction.

The round table on case work services for defense agencies, chairman, Eunice L. Minton, director of the Department of Public Assistance of the Florida State Welfare Board, plunged first into a discussion of the question "How confidential is confidential information in time of war?" Shall the client be protected if the enquiring agency is an accredited arm of government operating in the public interest—the FBI, for example, investigating enemy aliens? A wide variety of experience was reported with the consensus that what information was given should depend on what was asked, by whom and for what purpose —in other words, a case work approach. The discussion of protective services for women and children in industrial and camp areas brought out the pressing need of more facilities and more workers; that on relationships with selective service boards on the problems of men rejected for social or physical reasons indicated many needed services.

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The round table on the impact of national defense on public welfare agencies, chairman, Maude T. Barrett, director of the bureau of public assistance and child welfare of the Louisiana State Department of Public Welfare, took up first the problem of rehabilitating and reemploying relief recipients. It was frankly admitted that even yet the welfare agencies do not know very much about the social and occupational characteristics of their clients in relation to employability.

The welfare problems anticipated as a result of priorities unemployment have not as yet assumed serious proportions. Should they do so, existing welfare resources would not be adequate or sufficiently flexible to meet the need. Federal funds, free of residence and other limitations, would be required. This group was deeply concerned with the rising cost of rents, food, and other necessities. The over-all cost of living has gone up 20 percent in the past year; allowances for aid to dependent children have gone up an average of 2 percent and general relief allowances practically not at all.

Talk about volunteers was all over the conference but it was most concentrated in the round table, "Volunteers and Public Welfare," chairman, Ruth FitzSimons, assistant director of the Washington State Department of Social Security. Here many fears, hopes and "musts" came out in the open. The fears centered chiefly around the threat to hard-won professional standards still accepted reluctantly in many places. The major hope was that volunteers could be so trained, oriented, and used that they would constitute a "second line of defense" in the present situation and a continuing strength for the future. The outstanding "must" was that action must be taken quickly to identify responsibilities which can be delegated to volunteers; to shape suitable training for them and to make staff adjustments to assure their supervision. "The whole matter of volunteers in public agencies needs a new approach with a clear realization that their effective use and direction at this time will influence the welfare program and the public's reaction to it for years to come."

The round table on "A Standard Classification of Public Assistance Costs," chairman, C. Rufus Rorem, director of the Hospital Service Plan Commission, Chicago, was arranged by the APWA's standing committee on public welfare accounting. Discussion turned on the committee's year-long study of methods to clarify the misconceptions resulting from the present segregation of costs into two groups, assistance and administration. The conclusion:

> The basic defect in the way we present administrative costs is our failure to show in financial statements what is accomplished by the expenditure of these funds and why these expenditures are necessary. To do this, we must substitute for the lump-sum figure on administration a statement of costs incurred for each major purpose served by expenditures from administrative funds and relate each group of costs to the responsibilities imposed on the agency by law.

The complete report with the proposed standard classification is available to administrators from the APWA with review and comment invited.

Akin to the round table on accounting was that on "Composition and Use of Indexes of Work Loads," chairman, William H. Stauffer, commissioner of public welfare, Virginia, and the luncheon on "The Use of Research in Social Planning," both sponsored by the Joint Committee on Relief Statistics, chairman, Ralph G. Hurlin of the Russell Sage Foundation. At the luncheon, Wilbur L. Cohen, technical adviser of the Social Security Board, took candid shots at certain sacred cows of the researchers. In the first place he thought "research" a vague word with an ivory tower connotation. Too often research is something you do after a problem becomes acute; it should be the means of discovering incipient problems in time to prevent their acute development.

Mr. Cohen had no patience with counsels of perfection in research, "It's better to have partial figures for use than perfect ones that come too late." He was insistent, too, that research must be translated into simple language if it is to be of any value in shaping public thinking on welfare programs. "The simple half truths set people to doing things. . . . President Roosevelt's 'third of a nation' statement caught the public imagination; a statistician would have shrunk from anything so broad. . . . "

The round table on medical care, chairman, Dr. Dean Clark, surgeon (retired) U. S. Public Health Service, had only one session, but it was crowded and lively. Discussion was chiefly concerned with relationships between public agencies and professional groups providing services.

At its annual business meeting the APWA accepted committee recommendations for reorganizing its membership structure on the basis of individual dues of $5 a year and authorized an intensive effort to build up a membership that would enable it to be increasingly independent of foundation grants. New officers were elected.

The last word of the conference was spoken by Fred K. Hoehler, executive director of the APWA. "At this time above all others," he said, "we must cherish our privilege of criticizing government officials; but we must not abuse it. One way that you, as government officials, can abuse it is by failure to utilize criticism constructively. Our immediate obligation in this war is to serve people, to provide for their economic and social needs regardless of who they are. It is a task that demands consecration, and its performance is vital to lasting democracy."

On December 5 some eighty persons identified with national social agencies met in New York under the auspices of the National Social Work Council to take stock of the health and welfare problems of what was then a state of national defense, but which three days later became a state of war. The all-day discussion developed around a series of twelve memoranda prepared in advance by authorities in close contact with specific health and welfare areas which have felt the impact of the national defense program. The memoranda presented a clear picture of where social endeavors stand as the country goes into war.

***Survey Midmonthly* is privileged to publish herewith the memorandum which analyzed certain problems of the coordination of community welfare services in relation to the total civilian defense program. Minor changes have been made in the text to bring it abreast with the fact of war.**

Coordination Needed

By BRADLEY BUELL

Field Director, Community Chests and Councils, Inc.

EVERYONE engaged in social welfare work today is acutely aware of the vital necessity of coordinating community services in relation to the total program of civilian defense in time of war. But while the objective is accepted, the search for practical means of achieving it has been attended, up to now, by a variety of confusions. It is not for me to attempt to chart a clear

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road to effective coordination, but it may be profitable to consider some of the crossroads where various forms of confusion are blocking the traffic.

It is not mere quibbling to spot as a source of confusion the different meanings which the word *coordination* seems to have for different people at different times. According to the dictionary, to coordinate is "to place in harmonious or reciprocal relation; combine or adjust for action or for any end—as to coordinate muscles." It is the action part of this definition that too often is lost sight of. If we do not mean combined or joint action by two or more administrative units towards a reasonably precise goal, we ought not to use the word *coordination*—especially when we talk about "coordination" within any program relating to defense in time of war. Much of the activity of divisions and committees of local councils of social agencies, and of many of the joint conferences, advisory committees, interdepartmental committees, and the like, now functioning in Washington, should not be referred to as "coordination." They may serve a useful purpose in bringing into a cooperative frame of mind persons responsible for action; they may result in plans for coordinated action; but unless those plans result in operating action, services have not been coordinated. The use of the word *coordination* to describe processes not involving related action has been confusing even in peacetime, and it is a confusion that ought not to continue in wartime.

Nor is it quibbling to spot, in the dictionary definition, a further source of confusion at the crossroads. "To coordinate is to combine or adjust for an end." Practically that "end" must be clear enough and precise enough so that operating administrative and technical procedures can be shaped towards it. The nature of the "end" determines what services need coordinating, and largely influences the procedures necessary to bring about combined action.

In the problems now confronting us, there are at least four different points of view on this question of the "ends" which call for better coordination of our social services.

First is the view that better health, better food and housing, better social adjustment, and better recreation are more necessary in wartime than in peacetime; therefore, that the maintenance of health, welfare, social, and recreation services are now more important than ever. This view offers no new "end" for coordination; it merely underscores a problem with which we have all been struggling.

Second is the particular concern for the "hot spot" communities, where military camps or defense industries have increased population rapidly and entirely out of proportion to welfare, health, and recreation resources. In these areas, provision of new resources and facilities is of first importance.

Third is the point of view which sees new types of problems requiring new services, or the expansion and adaptation of old services—recreation services for soldiers and sailors, investigation service to draft boards, protection of young girls in camp communities, problems of increased migration of workers, and the like. While the importance of these problems may vary from community to community, generally speaking, it is assumed that they are or will be widespread.

Fourth is the view of those who believe that here, as in England, the primary problem for services planned at the community level is to deal with the effects of blitzkriegs.

Obviously these different approaches to, or emphases upon, the relation of our social services to the war effort are not mutually exclusive; but failure to distinguish among them is contributing to confusion in administrative policies and in thinking about the problem of coordination.

Another source of confusion is the rather widespread use of the term "community organization" in relation to the problem of coordination. From one point of view, "community organization" means the processes—in a sense the methods of salesmanship—by which communities are encouraged or persuaded to develop, support, and give leadership to particular programs of health, welfare, or recreation services. On the other hand, the term may refer to the problems encountered in encouraging and persuading communities to develop a total program for welfare, health, and recreation; a program planned in relation to communitywide objectives, with balanced emphasis upon different community needs, and with coordination between services at the points necessary to efficient functioning.

FURTHER source of confusion is due to differences between communities. To talk about community coordination without knowing what community, or at least what kind of a community, tends to obscure the reality of those differences. Particularly do communities differ greatly in respect to the lay and professional leadership currently available to implement local plans for coordinating a total program in the interests of national effort.

We have, first, our rural communities, including small towns up to 5,000 or, if you will, even 10,000 population, in which live between 60,000,000 and 70,000,000 people —over 50 percent of our population. It is my impression that, to a large degree, any discussion of "coordination" of social services at the local level in these communities is putting the cart before the horse, because of the wide gaps in local programs and the lack of anything like adequate provision for basic welfare, health, and recreation services. Our public assistance program is now the only national welfare program which blankets the entire country. In certain states in the South it has been my good fortune to observe among many local public assistance staffs, a genuine professional concern for a better rounded program of service. But the problem seldom has been to coordinate; it has been to develop non-existent services.

We have next our urban communities. In these we have more services, more administrative units, public and private. Broadly speaking, and with many individual exceptions, the number of administrative units and the degree of specialization in services increase with the size of the city. A large block of these cities have Community Chests —altogether some six hundred embracing a population of about 56,000,000. A vast majority of the middle-sized and larger cities have Councils of Social Agencies.

I am fully aware of the danger in any generalization about the extent to which leadership in urban communities is concerned with the total social program. Where there is a Community Chest, we may take for granted that there is lay leadership with at least some concern about coordinated financing for private agencies; where there is a Council of Social Agencies, at least there is some professional leadership that believes the agencies ought to get together. From that rather elementary stage, the quality of leadership rises by degrees to those communities which are working with practical effectiveness at the task of planning and implementing a well-rounded, well-coordinated program for both their public and private agencies.

At Community Chests and Councils, Inc., the habit is to break down these urban communities by rule of thumb with regard to size. The practical key to this breakdown,

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however, really is the presence, in the Chest and Council, of a full time executive staff with reasonable professional qualifications. This, more than any other one thing, gives some index to the effectiveness of a Council of Social Agencies, to the degree of concern for a total program by any lay leadership, and to the extent to which the community is struggling with the problems of coordination. Roughly speaking, these characteristics are much less often present in cities of less than 25,000 to 50,000 population than in those above that figure. However untenable may be this characterization of communities, at least I believe this to be true: leadership is the issue around which hinge all others relating to coordination of services at the community level. Any plan or pattern which ignores that fact will but add to the confusion at the crossroads.

The final area of confusion seems to me to be in respect to the distribution of responsibility for coordination between the national and local levels.

It is fair to say that, in the past, responsibility for coordination in terms of a total community program has been accepted primarily at the local level. Our national agencies have been privately supported—even those chiefly concerned with the public services such as the National Recreation Association, the American Public Health Association, the National Probation Association, and so on. Despite instances of a combined approach by two or more of these agencies to a particular community, for a particular purpose or at a particular time, there has been no continuing effort to coordinate their services in relation to a total plan for any community.

NOW, in Washington, we have new governmental programs which are intensifying established programs and developing new ones, paralleling, in a measure, the function of our privately financed national agencies. Not only may they administer or supervise operating units financed by federal funds, but in varying degrees they are engaged in promoting, organizing, consulting, and generally providing national leadership for certain specialized types of service. In Charles P. Taft's Office of Defense Health and Welfare Services in the Federal Security Agency we have the recreation division with a field staff of seventy-five people (and paralleling it the government-sponsored USO with a new field staff); the social protection division with a field staff of forty-odd; a nutrition committee, now in the process of building a field staff; a family security committee, relying largely on the regular public assistance staff; a health committee, relying largely on the staff of the U. S. Public Health Service. Over in the Children's Bureau there is a day nursery committee, presumably implemented by the field staff of that agency. The Office of Civilian Defense has the new volunteer bureau, with a field staff, and various other divisions, also with field staffs of their own. In the Office of Emergency Management are consumer protection and rental control programs which at least impinge upon the activities of many of our local agencies. It is my impression that up to the actual outbreak of war these governmental agencies had succeeded in achieving no greater degree of coordination in their approach to local communities than have our longer established private national agencies.

It is my own opinion that it is too much to expect local communities to coordinate these various new wartime services and programs at the local level, unless a greater measure of coordination is achieved at the federal level. Without this, and even if agreements were adopted by which new local committees on recreation, nutrition, volunteers, family security, and the like, set up by the field personnel of these new federal agencies, were brought together under the structural aegis of a local defense council, the result is likely to be "coordinated frustration" over competition for committee personnel, confusion in respect to priorities, and impatience over time wasted in meetings and conferences. Over a long period of years, even the strongest Community Chests and Councils of Social Agencies have had only a fair measure of practical success in absorbing and correlating the generally unrelated programs of established national agencies. It seems too much to hope that local defense councils, hurriedly put together, in the main without experienced administrative personnel, can achieve such an end without coordination at the federal level.

I do not venture to propose either a local or a national administrative plan to resolve these points of confusion, but certain points that have a bearing on the administrative aspect seem reasonably clear.

1. The bombing of Honolulu and Pearl Harbor—the fact of war—has resulted in strengthening resolves and expediting moves to effect coordination in action. If there were even a "token" bombing of any of our continental cities, many of the issues which now are confusing immediately would be clarified. The need for, and the pressure to coordinate our local social services to deal practically and efficiently with the resulting casualties and destruction would be dominant.

2. At present, it is in the so-called "hot spot" communities that an adequate program of social service is most urgently essential to America's war effort. These are the places where lack of resources most directly affects the morale of soldiers in camps and the efficiency of workers in war industries. To a high degree, supplementation and extension of existing resources must be planned and financed from Washington—or, at least, from Washington in cooperation with state governmental units. In these communities more clearly than anywhere else, leadership is a federal responsibility.

3. The key to a better coordinated relationship between the federal and the local community programs is the field personnel. A field staff is clearly needed to supervise, advise, or promote any particular kind of activity deemed essential at this time. But there is nothing that can do more to irritate a community or to beat down its interest and willingness to cooperate than a succession of visits by various field representatives, all talking about defense and war, all sure that their particular kind of activity is the most important, all trying to get the best possible leadership on their particular committees. Some practical correlation, locally recognizable, in the supervision of the various staffs now operating from Washington probably would make a greater contribution to coordinating the programs in our local communities than any other step that might be taken.

4. Equally, the key to better local coordination in the immediate interests of the war effort is the maximum use of local leadership already available. Practically speaking, in a very large number of our urban communities, this leadership, both lay and professional, revolves around the Community Chest and Council of Social Agencies. In some cases wholly or partly within their own structural set-up, in other cases within an entirely separate civilian defense council set-up, the stronger and better equipped of these central agencies already have taken constructive steps to meet the new problems of planning and coordination. This local leadership, at whatever level, needs national cooperation and assistance under national auspices, but in a high proportion of our urban communities its roots are strong enough to bear fruit with proper fertilization and are too deep to be dislodged.

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5. Present state and local civilian defense councils were cast upon the waters in profusion, but with little clarity about function or regard to the leadership essential to the discharge of different kinds of functions. In any effort to reorganize these councils or to implement them better to assist in the task of planning and coordinating at the local level, provision for a high degree of local initiative and flexibility as to structure and program is of prime importance. Indeed, to succeed in strengthening them, any program from Washington would have to be designed primarily to stimulate this local initiative and local leadership within a structural framework best adapted to the local situation.

6. Just as leadership is the first requisite to effective coordination at the local level, so leadership at the federal level is the prime requisite to any national plan for stimulating and developing such local coordinating machinery and leadership. It stands to reason, therefore, that the first approach to local coordination is coordination at the federal or regional level of the various field staffs now operating in communities on behalf of the many specialized federal programs.

Health for Rejectees

By COL. SAMUEL J. KOPETZKY, M.C.
Chief of Medical Division, Selective Service Administration, New York City Area

THE words "rehabilitation for rejectees" have been sown in many directions since the first publication of selective service statistics showing the rate of rejections for physical disability. So far they have sprouted into going programs only in a few places. One which is attaining outstanding success and which might help to point the way for the federal rehabilitation program announced by the President a few months ago is that of the New York City Selective Service System, arranged by the North Atlantic District of the American Association of Medical Social Workers and involving the volunteer services of some 200 medical social workers. In the few months of its existence this program seems to have disproved the theory that people do not want to be rehabilitated, that most persons will not avail themselves of medical and dental services of their own free will.

The program is noteworthy in two respects: for the results it has obtained in stimulating men to undergo treatment; for its demonstration of how the "desire to help" which today beats at the breast of almost every American can be put to account through intelligent leadership.

The medical social workers were not the first volunteers to come to the headquarters of the New York City Selective Service System with offers of help in getting a rehabilitation program under way. But they were the first to come with any definite plan, a "blueprint" of where and when they could serve and in what direction. Today, nearly every draft board in the city has a medical social worker on volunteer duty once a week. That their services have not been just busy work is indicated by results.

Perhaps the reason the program has dovetailed in so nicely with the work of the local selective service boards lay in the thought and study that were preliminary to its presentation to the boards. As long ago as the spring of 1940, when selective service was as yet no more than a gleam in the administration's eye, the North Atlantic District of the American Association of Medical Social Workers formed a committee on defense under the joint chairmanship of Sadie Shapiro, director of social service at the Neurological Institute of New York, and Theodate H. Soule, director of social service at the New York Hospital. With the coming of the selective service and the public shock at the amount of physical disabilities it brought to light, the committee began taking steps to carry itself quickly out of the discussion stages into the realm of action. When plans for interviewing physical rejectees were presented to selective service headquarters they were as welcome as a fresh contingent of reserves on the battlefield, for from the beginning the medical division of the board had been disturbed at the necessity of turning away thousands of men as physically unfit with no plan to keep them from lapsing into a state of greater unfitness. Now it was faced with the promise of a well-thought-out referral service. The committee's next step was to call a meeting of all medical social workers in New York City, practicing or professional, non-members of the association or members. There the plans were described and a request for volunteers was made.

The new program got under way on August 1, 1941. Under its procedure the social workers' activity begins with mailing requests for interviews to men classified as B-1 whose names are given to them by the medical division of the selective service headquarters. Accumulated figures show that these letters bring in a response of more than 80 percent. Though there is no suggestion of compulsion in the letters, the use of the name of the Selective Service Administration on the letterheads might have something to do with the high rate of returns. The letterheads read: "Volunteer Effort by North Atlantic District American Association of Medical Social Workers in Cooperation with New York City Selective Service Administration, Medical Division."

During the period from August 1 to December 15, 1941, a total of 5,599 letters were sent out, bringing in 4,686 men. Of these 2,732—58 percent of those who came in—agreed to undergo treatment for their physical defects or to renew old treatment which they had let lapse. Among the 755 who did not come in were many who responded by mail or through relatives explaining that they had left the city to work on defense projects. Only 1,004 of those who came in for interviews refused any direction, but many of these were already receiving treatment from their own physicians. Two others were under care in hospitals; fifty-nine wanted to undergo treatment but did not wish to take time off from their work to attend clinics; twenty-three were undecided what to do and promised to report to the social worker later; 136 were recommended to the local boards for interviews for reclassification, reexaminations, or for other reasons; 602 were beyond the help of the project, having already reached the point of maximum recovery attainable. Among the 602 a large proportion were men with eye defects, dependent on glasses for good vision and consequently ineligible for army induction. Of the 286 unaccounted for, 125 represented reports not yet

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completed by the social workers and 161 were persons past the age of twenty-eight—after the program was underway it had been decided to limit it to the younger men.

Before the medical social worker goes into a discussion of the rejectee's physical condition she requests his *written permission* to see his medical report, as the Selective Service Law rightly charges the boards with keeping all such information confidential. When and if this permission is obtained, she discusses the man's condition with him and with his aid fills out a form showing where and when he has ever received treatment for the defects in question, whether he wishes to undergo treatment at the present time, indications of his ability to pay, such as the number in his family and the amount and sources of his income. After further discussion, arrangements are made in line with the information revealed. Of what they consist depends almost entirely upon the individual attitude, history, and situation. If for any reason the man hesitates to consult a private physician, the social worker frequently can help him overcome his reluctance. Often she paves the way for him by making the first contact with the physician herself. If the man cannot pay a physician's fee, the social worker may refer him to a clinic for treatment. Whenever possible the social workers have referred those for whom clinic care is indicated to their own hospitals so that they themselves might follow through the care.

THE social interview, which usually lasts about an hour, has been productive not only in agreements on the part of rejectees to undergo treatment, but often in other constructive results. Occasionally it has ended in a referral for employment. More than occasionally, the most valuable result has been an assuagement of anxiety. This has been particularly noticeable on the part of those rejectees who never before have had anyone with the objectivity of a social worker manifest interest in their problems. The social workers, in turn, have encountered a more representative cross-section of society than is usual in their employment. No one economic group has been conspicuous for the proportion of its response or lack of response to their letters.

These interviews have frequently taken on strange twists. Rejectees who have refused to let the social worker look at their medical records have described in detail the manifestations of their condition and the anxieties they entertain. Others have signed the release, but have been uncommunicative. Some have not allowed the social worker to look at their medical record but have given her written permission to follow up their condition by communication with the physician or clinic through which they are receiving treatment. Others willing to have the social worker look at their selective service examination record have inexplicably refused permission for follow-up activity.

Because the local board examinations were being made for selective purposes they did not always have to be complete. If a man was found to have bad eyes it was not necessary to go further and discover his stomach ulcer —the eye defects were enough to eliminate him from the service. This explains why the social workers are learning of physical defects not mentioned on the medical reports. It also suggests that when follow-ups are made still further defects may be reported—defects discovered by the doctors and clinics to which rejectees are referred.

The follow-up service which is just beginning is not far enough along to be presented with conclusive findings. The procedure is to send out letters asking for reports from the doctors and clinics to which the rejectees have been referred. The response to those so far sent out has been sufficient to dispel any fears the social workers may have had of being snubbed as busybody outsiders. Most of the replies have praised the program and the initiative of the medical social workers in getting it under way. Only when more follow-up replies are in will the social workers be able to judge how large is the differential between the percentage of rejectees who have acted on their advice to undergo treatment and the 58 percent who agreed to do so.

THE program is gaining increasing cooperation of the medical and dental professions. Though at present New York physicians have not organized specifically for the care of rejected selectees, many have shown their willingness to help the selective service boards in every way possible. Some have readily reduced their fees for selectees who need attention. Perhaps the greatest demands of the remedial program have been upon dentists, as dental defects have loomed largest in reasons for rejection. The dental profession is rising to the occasion, under the stimulation of the Welfare Council of New York City and the dental societies of the city's five boroughs, by forming panels of dentists willing to serve rejectees. This program, which is just getting under way, will work entirely on a voluntary basis with individual dentists giving their time free or at reduced charges when called upon. As service alone does not entirely solve the problem, the cooperation of the laboratories is being sought so that materials may be obtained inexpensively. It is expected that when the federal rehabilitation program is put in effect the dental plan may fit in as it stands, except that the dentist may then be reimbursed through funds from the Social Security Board. A movement is now under way in the local medical societies to work out similar plans in anticipation of the federal rehabilitation program. One of the important needs brought out by the rehabilitation project is the establishment of evening clinics.

The project as it now stands, of course, is only a demonstration of what might be done on a large scale. Fifty-five hundred men are but a portion of the thousands of rejectees in a city the size of New York. But 200 medical social workers are a much larger portion of the total number of medical social workers in the city. Any expansion of the program, then, will entail a reconsideration of the part of the medical social worker in the undertaking.

Selective service rejections have been based upon four types of defects: congenital defects; results of accidents; physical conditions for which there is no known medical cure; remediable conditions. Only the last — and those of a relatively minor nature—are in the province of the present New York program. It is hoped that in plans for expansion the question might be considered of whether the object of rehabilitation is not only to make greater manpower available for the army and for production purposes but also to equip individuals for a more satisfactory community life. Many men who cannot be brought up to army standards might at least be helped to take a constructive place in the community if social service and medical treatment were available to them. Such a long range program may have to be tucked away for the moment while the more immediate problem of providing for persons with defects amenable to correction is worked out. Only as one succeeds can the other hope to get a start.

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Today's Mothers and Tomorrow's Children

By ROBERT L. DICKINSON, M. D.

Vice-president, Birth Control Federation of America, Inc.

THREE southern states are slowly and steadily reducing their high infant mortality rate and improving health conditions in general in their poverty stricken sections. North and South Carolina and Alabama now include in their state maternal welfare programs child spacing services which are reaching an increasing proportion of the people.

Meanwhile two northern states of liberal tradition and with low infant mortality rates, are letting themselves slip back toward the sociological Middle Ages. These states are Massachusetts and Connecticut, in both of which every physician is denied the right to give birth control information to a patient, even in cases where another pregnancy means permanent invalidism or perhaps death to the mother, as in chronic Brights disease. At the same time, abortion to save the mother's life is legal. The doctor may not prevent. He may operate.

North Carolina was the pioneer in that it became in 1937 the first state in the union to recognize that pregnancy spacing is an integral and important part of a well rounded public health program. For twenty-five years Dr. George M. Cooper, assistant state health officer, has worked amid ignorance, poverty, poor sanitation, and general lack of facilities which gave his state one of the highest infant and maternal mortality rates in the union.

In 1936 a federal court ruled that the section of the federal law on which its decision concerning contraceptives was based, did not prevent physicians from prescribing contraceptives "for the purpose of saving life and of promoting the well-being of their patients." This ruling and this word "well-being" helped to relieve members of the medical profession all over the country from fear that they might be running counter to federal law in giving contraceptive advice to patients. In 1935 the North Carolina Maternal Health League was formed. Two years later Dr. Clarence J. Gamble (ironically, from Massachusetts) offered Dr. Cooper sufficient funds for a three months' experimental program and then extended aid to make possible a year's trial. In North Carolina there were at this time two privately operated birth control clinics which had been in existence since 1922. There are now eighty public clinics and referral services located in fifty-eight of the state's one hundred counties, all asked for and endorsed by their county medical societies. Only New York has a larger number of clinics. The Gamble funds bought supplies and provided a consultant nurse, available to any county health officer who wished to set up a clinic as part of his county unit. It is important to note that the clinics are not set up separately, but are part of the public health services of each county.

In some counties nurses are sent out with supplies and instructions to mothers who cannot attend the clinics. These nurses are always under the direction of a physician. In this way women who most need the service are benefited—mountaineers, low-paid workers, tenant farmers.

Dr. Cooper says of North Carolina's experience: "It has been utterly amazing to find out that simple honesty and openness in dealing with a vital medical and public health program should stir up interest all over the world as being something unusual. . . ."

Dr. Cooper comments on those New England states which ban birth control information:

> The two states which have the most restrictive laws are Massachusetts and Connecticut. The Connecticut statute, which recently has been approved by the State Supreme Court, stands as one of the most drastic and unreasonable laws on any subject ever passed by an American state. It even forbids the private physician in his own office to advise the sterilization of a patient or to advise contraceptives when the patient's very life depends on carrying out such instructions. . . . Had the state of North Carolina even discussed such a law, it would have been held up to ridicule throughout the country. The law is more drastic and much more foolish than the celebrated evolution law enacted in Tennessee some years ago.

In 1939, two years after her sister state took the lead, South Carolina added a child spacing program to her maternal welfare work. The Birth Control Federation of America loaned a registered nurse, experienced in public health work in rural areas and familiar with contraceptive technique, who traveled about explaining the program to the county and district medical societies. In each case the approval of the county medical society was an essential antecedent to setting up a program to be kept in the hands of the medical profession.

Contraceptive advice has been carried not only to the sick poor in South Carolina, but also to out-patients of the state institution for the insane, to patients attending the state and county tuberculosis clinics, and to hospitals. South Carolina set the precedent of requiring a doctor's prescription, or referral by a public health officer for each patient. While in South Carolina the only method of contraception provided is the simplified, or foam-sponge, method, in North Carolina the method is left to the discretion of the physician or public health nurse. In other words, when it is felt the woman can use the diaphragm-jelly method and has the necessary privacy and facilities, this is suggested as preferable to the simplified method since it has a higher percentage of efficiency.

Public health officers in North and South Carolina and Alabama act merely in a directorial capacity. Physicians give their time at the health centers, but it is becoming more and more the custom for the state to pay them for all types of clinic work.

The program in South Carolina is showing gratifying results. Until 1935 the state was swept by malaria, syphilis, and pellagra, while less than 1,000 persons a year received free medical attention. Twenty-five percent of the state's maternal deaths were found to be among women physically unfit for child-bearing. In Berkeley County, 200 mothers now come each month to the clinic at one of the Negro centers. It is estimated that the maternal mortality rate has dropped as much as 36 percent; the infant mortality rate, 10 percent. Syphilis, which took a grave toll of mothers and infants, shows a decrease.

Alabama, which in 1940 adopted a planned parenthood

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program as part of the state health program, has announced that every mother is to have the best care possible. Physicians staffing the clinics are required to have full training in contraceptive techniques. In the nineteen health centers already established, no information is given to a woman until she has had a local physical examination, this for two reasons: first, to give every patient the best possible care; second, to help raise the standard of medical care in the state.

The trend in Alabama also is away from the simplified method of birth control. Whenever possible the diaphragm-jelly method is recommended. In none of the three states are there separate birth control clinics; the work always is integrated with maternal welfare, child care, and other state health services.

At the third southern conference on "Tomorrow's Children," held in November at Nashville, Tenn., Dr. J. N. Baker, director of the Alabama Department of Health, told about the urgent need for the present health program:

> In view of the grievously important part played by unplanned parenthood in the general health picture of the state, the Medical Association, at its 1938 meeting, passed a resolution endorsing "a rendering of information and advice concerning the prevention of conception in clinics, dispensaries and similar establishments legally licensed to treat the sick and those under medical control. . . ."

Statistics, he said, dramatized the need. In 1935, Alabama ranked forty-eighth or lowest among the states in total income per capita, twenty-first in infant mortality rates, forty-first in percentage of citizens qualified to vote, forty-third in number of feebleminded in institutions, forty-fifth in rank of public schools, forty-second in percentage of white literacy. In 1939, a year before her present health program went into effect, Alabama ranked ninth from the top among all states on a basis of birth rates. Dr. Baker is convinced that this unusually high birthrate is largely responsible for other conditions which adversely affect health and happiness. He continued:

> Alabama is not only a state of abnormally high birthrates, maternal mortality rates, infant mortality rates and stillbirth rates. It is also—and there is of course a strong cause-and-effect relationship here—a state in which motherhood comes at an unusually early age. More than 3 percent of all the women and girls who became mothers in Alabama in 1939 were less than seventeen years of age, more than 7 percent less than eighteen, more than one fourth less than twenty-one.
>
> In all, 2,347 Alabama babies were born in 1939 neither of whose parents were old enough to vote. Alabama mothers average an unusually large number of babies each. Nearly one third of all stillbirths reported during that year involved mothers who had already given birth to four or more babies. Fifty-seven had already given birth to nine babies, eighteen to thirteen babies and three to seventeen babies. One stillbirth would have been the mother's twenty-third child. . . .
>
> Forty percent of Alabama's prospective soldiers were rejected for active service and 24 percent were rejected for any kind of military srvice. Alabama has the third highest maternal deathrate in the United States. One Alabama baby out of every ten is born dead or dies before its first birthday.

Case histories of grateful mothers who have come to the southern clinics for guidance would fill volumes. In a cotton county of South Carolina, fifty Negro women appeared at the clinic the morning it was opened. One woman of thirty-nine, married nineteen years, had ten children. A farm tenant's wife, twenty-five, married at sixteen, had six children in seven years, all delivered by midwives in a small unscreened shack. A Negro couple, married seventeen years, had produced twenty children, twelve of them dying in infancy.

It is obvious that in North and South Carolina and Alabama, help is going to those who need it most, and it is encouraging to know that several other states seem likely soon to follow their example.

But the picture in Connecticut and Massachusetts is quite different. These two states started as early pioneers in the birth control movement; the former had a clinic as early as 1923, the latter as early as 1917.

IN 1939 the clinic at Waterbury, Conn., was raided and closed under an 1877 anti-birth control law. Two physicians and a nurse in attendance at the clinic were arrested, and the closing of all clinics in the state followed. A year later the Supreme Court of Errors upheld the constitutionality of the old law. Only an act of the legislature can change it. Last March, Dr. Wilder Tileston, member of the faculty of the Yale Medical School, applied to the New Haven County Superior Court for a declaratory judgment concerning his constitutional right to give birth control information to three of his patients who, he said, might die if they became pregnant. Dr. Tileston argued that to deny these women birth control information is to violate both the state and federal constitutions because such action would abrogate the principle of liberty, security of persons, privileges and immunities of citizens of the United States, and deprive a person of "life without due process of law." Dr. Tileston's contention is to be reviewed soon by the State Supreme Court.

Meanwhile, after heated hearings in Hartford last spring, the "birth control bill" which would legalize the giving of contraceptive advice was passed by the state assembly but defeated by the senate. This defers the issue for two years, since Connecticut's legislature does not meet again until 1943. Educational work is going on continually in the state to further passage of the bill.

Massachusetts has scored in the first round of her fight for birth control. After having her clinics closed even before those of Connecticut, the issue was thrown to the people of the state themselves. Some 50,000 of them signed a petition asking that the legality of giving birth control information be decided by a referendum ballot on an amendment to the state's 1897 birth control statute. This amendment would allow physicians to give information on contraception and furnish contraceptive supplies to married people for health reasons.

The opposition to this petition is discrediting it by trying to show that certain names on it are forgeries, that many of those signing are not voters. But there is every hope that its legality will soon be established, and the people of Massachusetts, of whom nearly 40 percent are Roman Catholics, will secure the right to vote on the issue. A recent Gallup poll has shown that 77 percent of those voting in the poll, including a majority of the Roman Catholics voting, favor medical freedom regarding birth control information.

Meanwhile the sale of contraceptives has shown no marked falling off in these two northern states. The net result of the law enforcement is that only poverty stricken mothers, particularly those in ill health who need it most, are denied the knowledge and means of spacing their children. From the traditionally backward South comes the challenge of real progress and far-sighted planning.

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MISS BAILEY GOES VISITING

"Some Scars Remain"

By GERTRUDE SPRINGER

MISS Bailey knew as well as anyone that in going out like this she was breaking all precepts about client privacy. In fact, she knew it somewhat better than the young worker whom she was accompanying. He wasn't bothered too much by precepts and he had welcomed company for the long drive into the country to visit what the county welfare director had described as "that boxcar family."

On either side of the road stretched vast reaches of treeless country undulating to the horizon. There were few reminders in the tawny grass-grown pasture lands or the occasional stubble fields, that only a few years ago this had been dust-bowl country, victim of a scourge which only nature at its cruelest could inflict. To Miss Bailey the wounds of those devastating years seemed pretty well healed, but young Mr. Harmon knew better.

"Don't fool yourself, the scars are here. The emptiness of the country is one of them. See that little school house? It used to have nineteen pupils; now it has six. Those rises of ground over there used to have good stands of buildings, and the farms were well stocked and well cultivated. Now they're abandoned."

"What became of the buildings?" asked Miss Bailey, whose ideas of abandoned farms came from New England.

"Rustled," replied Mr. Harmon laconically. Then, in answer to Miss Bailey's questioning look: "Abandoned buildings don't last very long here. Lumber is too scarce. Piece by piece they just naturally disappear. People don't figure it as stealing; it's just that they need the stuff the other fellow has practically thrown away. It's an old custom of the country."

"What about the people? What's become of them?"

Mr. Harmon made a wide gesture in a general westerly direction. "Gone. Not all the Okies were from Oklahoma, you know. We contributed our quota. And a good many are still in our own towns, thanks to WPA."

Before Miss Bailey could put the obvious question, Mr. Harmon went on, "See those grain elevators over there? That's where we're going. That's where the boxcar family lives?"

You couldn't miss the elevators. They stood up in the landscape like the Empire State Building on the New York skyline. Around them was a grayish patch which was undoubtedly the town, though in the great sweep of country it looked like a lone teacup on a banquet table.

The boxcar family, explained Mr. Harmon, was several kinds of headache, all tangled up with unpredictable human emotions.

"Such as?" asked Miss Bailey.

"We-el," replied Mr. Harmon, a little pink around his young ears, "I suppose you could call it love."

"Oh," said Miss Bailey.

Mrs. Boxcar, it seemed, had been the wife of a farmer who managed somehow, with relief and one thing and another, to get through the worst of the bad years. Then he died thereby qualifying his four babies, all under five, for aid to dependent children. The farm already was practically lost and wasn't much good anyway even if the widow had wanted to stay on it, which she didn't. So with an ADC grant of $39 a month she moved, bag and baggage, into two decent rooms in town.

At first all that cash money seemed like munificence to her—"her husband was one of those who never let his wife see a nickel even when he had it"—but pretty soon she found that it wasn't so much. And the children were more of a handful in two rooms than they had been running loose on the farm. "But I guess the real trouble," said Mr. Harmon thoughtfully, "was that she was lonesome for a man around. She was only twenty-five."

The man who came around was Mr. Boxcar, a bachelor neighbor in the country until he was "blown out," and went to town to go on WPA. Just about when his eighteen-months' layoff was coming up, he got a job at $70 a month taking out coal in the nearby strip-mines. With such an income the lonely bachelor could afford a wife and home. What more natural than that he should turn to the lonely widow?

THE welfare department, said Mr. Harmon, had reservations about the match, though marriage of widows is usually counted as a satisfactory way to reduce the ADC case load. "But we knew that the strip-mines were due to shut down and that cuts in our WPA quota left him no chance there. So we advised her to wait and to hang on to her ADC status a little longer. But I guess they really were—well—'that way' about each other. You know how people are."

Yes, Miss Bailey knew.

"Anyway," went on Mr. Harmon, "the next thing we heard they were married and that saved us $39 a month. For awhile everything went fine. They moved into a little house, the kids had new hair ribbons and the Missus a permanent wave. Then the strip-mine shut down. The man had been working such a short time that his unemployment compensation didn't mean anything, and WPA is still laying 'em off, not taking 'em on. They had to move out of their house into whatever they could get. It turned out to be a boxcar."

It was indeed a boxcar, stripped of its running gear and set down endwise on the dusty road which presently would be Main Street. A rough door and window had been cut on the street end, but all the rest of it was just old red freight car.

The door was opened by a black-haired giant of a man, all bone and muscle. Crowding around his legs, their blue eyes bright with curiosity, were four stairsteps of towheaded children. Back in the dimness was a woman so young and pretty that Miss Bailey promptly forgave all. To be sure the children were far from immaculate, the splintery floor was unswept, dirty dishes competed with a stuttering radio for space on the table, but, since Miss Bailey's domestic experience did not run to keeping house in a box car, she was not inclined to be critical.

Miss Bailey need not have worried about intruding on the privacy of the interview. She heard none of it. This was men's business and the two men attended to it in the dark furthermost reaches of the boxcar. She was left to talk with Mrs. Boxcar. Just as the weather and the pre-

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valence of colds were pretty well exhausted as topics of conversation, the men emerged from the gloom.

Mrs. Boxcar dropped the weather like a hot potato. "Well, what about it?" she asked sharply. Her husband shrugged his big shoulders. "Says he can't do a thing. Says I'd better light out for some of these places where there's defense work, and send you back some money."

Mrs. Boxcar ruffled up like a little hen. "And leave your family and maybe get sick and nobody to take care of you? No, siree! Kids or no kids, if you go I go."

Mr. Boxcar smiled and patted her shoulder. "Honey, that's just what I've been tellin' him."

NEITHER Miss Bailey nor Mr. Harmon had much to say as they drove through Main Street and on into the open country. Finally she asked, "Is it true that you can't do anything?"

"I'm afraid it is. You see he's employable, and such little general relief as we have is strictly limited to unemployables. There's no way that I can think of now for him to get even food stamps. With harvest over there's no work for him here until the strip-mines open, months from now. Tough, isn't it, a big husky like that."

"Wouldn't he be better on the land? Can't the Farm Security people do anything?"

"Nope. I've tried 'em. They're very choosy, take only men who have been operating farmers, and Boxcar was never that; he really was just a farmhand. Of course he'd be better on the land. So would hundreds of farm people who were drawn into these little towns by WPA and now are stranded, rotting their lives out. WPA unsettled 'em in droves and now FSA piously resettles 'em one by one. What kind of a policy do you call that? And meantime the land that they left has been gathered in, usually for delinquent taxes, by a new kind of speculator who works it at the absolute minimum to get the maximum benefits under the Agricultural Adjustment Administration. Those guys don't give a whoop about producing. They're farming to get the most they can out of the government. And where does that leave Boxcar?"

Miss Bailey didn't know. Agricultural economics were not up her street. So she asked another question.

"How are the Boxcars, and the four babies, going to eat this winter, and keep warm?"

"Well, he still has a few dollars that he earned during harvest, and five or six bushels of potatoes that he dug on shares. He gets a quart of milk a day for milking three cows, and he knows where he can get some winter squash. For fuel he digs in the tipple and sifts coal out of the dust. He's worried, but he doesn't want her to know it. Honestly, he'd be an all-right guy if he just had work."

"What about the people who stuck to the land? Are they any better off?"

"They couldn't be worse than Boxcar, and some of them are better. Why, we have a woman, an ADC case—say, let's go see her. It isn't much out of the way."

As the car jounced over the rough dirt road Mr. Harmon told about Mrs. Birnoff. Her husband had been a fairly prosperous farmer until he fell sick. It was cancer and before he finally died debts had accumulated and much of the livestock had been sold. The day after the funeral the house burned.

"We first heard of her," Mr. Harmon went on, "when a neighbor told us that she was living on the prairie and that something ought to be done about the children. So we traveled out there and sure enough there was the furniture set out on the prairie with tarpaulins spread over it and the mother and her four little girls crawling in under at night. Nothing would induce her to leave the place, first because she knew that if she did the barn and sheds, ramshackle as they were, would be rustled; and second because she was sure that if she could get the few hundred dollars insurance on the house she could work the place herself and make a go of it. She knew how to farm, but she didn't know how to live in town and she didn't propose to lose all that she and her husband had worked to accumulate. She's from the old Russo-German stock that first settled this country and those people sure aren't afraid to work.

"Well, we offered to do what we could and she took us up. We made her an ADC grant of $39 a month and our attorney helped her with her insurance claim and with adjustments so that in the end she had a good quarter section free and clear, the most necessary farm machinery, a couple of cows, a horse, and some chickens. Also four little girls, the oldest only eleven.

"The matter of a house was a sticker. We suggested trying to make the barn habitable, but she needed that for the stock and anyway she had a better idea. Built out from the side of a hill was a big half-dugout chicken house, and did she do a job on it! She cleaned and scrubbed it, patched the roof, traded days' work for windows that she put in herself, laid a floor of pounded clay mixed with straw, and finally had a perfectly decent, snug, one-room house, a lot better, she says, than her grandmother ever had. I hope she's home. She's a great character."

BUT Mrs. Birnoff wasn't home, and the visitors could only wander around, climbing down into the root-cellar stocked with heaps of potatoes and winter vegetables, and peering through white-curtains into the half dugout with its neatly made beds and oil-cloth covered table. As they were about to give up, Mr. Harmon's sharp eyes caught a glint of light way off on the prairie. "Here come the kids from school. See the sun on their dinner pail?"

"Ma," said the oldest girl, was "getting in the millet." She'd go get her. And go she did, bounding away like an antelope.

Mother and daughter rode the load of millet in together. Mrs. Birnoff wore a man's overalls, a man's wide straw hat, a man's heavy work shoes. Her skin was like coffee, her hands like oak, her smile like sunshine. She was getting along fine, she said. Another day and the millet would all be in. Had we seen the new root-cellar? The roof of the house had a leak where the stovepipe came through, but she knew where to borrow a soldering iron to fix it. One cow was beginning to dry up but the other would soon be fresh. "Four kids need a lot of milk." No, there was nothing she needed, she was getting along fine.

"But Mrs. Birnoff," said Miss Bailey, "don't you get lonesome? You're so far from town or from neighbors."

Mrs. Birnoff laughed out loud. "Me, lonesome? When would I have time to be lonesome? I've got four kids to bring up and that oldest—already I see she's smart. She's got to have real schooling. No, I'm not lonesome."

Since March 1933 "Miss Bailey" has been a SURVEY MIDMONTHLY *character, her close-in observations of social work in action a continuing feature.*

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Here in Washington . . By Rilla Schroeder

PRESIDENT ROOSEVELT has directed that the federalization of the U. S. Employment Service be accomplished with the least possible disturbance of existing personnel and procedure. The change, of course, affects only operation of the employment offices. It has been obvious for some time that the fifty-odd separate set-ups were not operating effectively and that the federal government would have to step in.

In his telegram to the state governors the President said: "In order that there may be complete responsiveness to the demands of national defense and speedy, uniform, effective action to meet rapidly changing need, it is essential that all of these separate employment services become a uniformly and of necessity nationally operated employment service." The President added that he anticipated little difficulty in transferring state employes to the federal service since the federal government already is paying practically all the cost of operation and the state personnel was recruited on a merit basis.

Federal Security Administrator McNutt states that the U. S. Employment Service hopes to meet wartime labor needs through a three-point program:

1. By transferring workers displaced because of priorities of war production.
2. By making increased use of existing and potential labor reserves including women, older workers, Negroes, and minority groups against whom there is frequent discrimination.
3. By making more effective use of those already employed through upgrading of workers and transfer of needed workers to war production from less urgent jobs.

Unemployment compensation systems in each state will remain state-operated, as in the past. The federally operated employment offices where unemployed workers claiming benefits are required to register, will continue to serve the state agencies administering unemployment compensation laws. John J. Corson of the Bureau of Old Age and Survivors' Insurance has been named head of the new Bureau of Employment Security.

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OCD DIRECTOR LA GUARDIA SHORTLY will ask Congress to approve funds for the purchase of 50,000,000 gas masks for civilians in the three coastal areas—East, Gulf, and Pacific. There will be five sizes: babies, small children from two to three, those from three through twelve, adolescents, adults.

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THE ROSENMAN REPORT ON DEFENSE housing is still in that ambiguous state known as "on the President's desk." Officially no one has an inkling of its content except the President and its author, Judge Samuel I. Rosenman.

Unofficially, however, it is known generally that the report recommends the consolidation of all the agencies having to do with defense housing under one head. Roughly this would bring together the U. S. Housing Authority, the Public Buildings Administration, the Defense Homes Corporation, the Defense Housing Division of the Federal Works Administration, the Mutual Ownership Division of FWA, home construction units of the War and Navy Departments, the Tennessee Valley Authority, the Farm Security Administration, the Alley Dwelling Authority, and the Office of the Defense Housing Coordinator. A commissioner would be named for all federal construction and another for all government financing and mortgaging of private housing.

Such a program is almost certain of Presidential approval. The bickering between the various defense housing agencies has increased steadily. In asking Judge Rosenman to make the study and submit a program, the President termed conditions "complicated," a mild description of the actual situation.

The agencies' differences were reflected, unfortunately, in the third Lanham bill which seeks to transfer control of defense housing to the Public Buildings Administration where, it is charged, it would come more directly under the control of Defense Housing Coordinator Palmer.

Mr. Palmer has not been popular with the heads of several of the other defense housing agencies who accuse the coordinator of listening to the realtors' siren songs. The House passed the Lanham bill with the Public Buildings Administration bit intact, but the Senate voted it out. The Senate, furthermore, rejected the House proposal to raise the permissible cost of defense housing units, as advocated by Mr. Palmer. The Senate took another slap at Mr. Palmer when it decreed that all contracts be awarded in competitive bidding, the practice the USHA has followed. The Lanham bill has gone to conference.

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THE JOINT COMMITTEE ON NON-ESsential Expenditures has filed its preliminary report which, as was to be expected, recommends wholesale head chopping for the agencies. The report follows closely the recent report of the Bureau of the Budget, filed at the request of the Senate Committee on Finance. The difference is that the joint committee means it and the Budget Bureau took great pains to indicate its lack of enthusiasm for the program it outlined.

The committee recommends a total reduction of $1,301,075,000 which it promises to increase.

Briefly the reductions suggested are:

CCC (abolished)	$246,960,000
NYA (abolished)	91,767,000
WPA	400,000,000
Agriculture	
Land purchases	3,000,000
Savings in overhead	50,000,000
Agricultural commodities	100,000,000
Farm tenant and farm tenant loan (abolished)	57,122,000
FSA (abolished)	190,500,000
Public Works, Highways	64,000,000
Other Public Works	
Non-defense public buildings	43,164,000
Department of Interior Items	26,727,000
Rivers and Harbors, Flood control	27,835,000

In promising further money-saving suggestions the committee declared that it proposed to "review all permanent agencies in an effort to determine the necessity and efficiency of their administration and the advisability of more effective controls."

Legislation along the line of the report is certain to be introduced. It would be impossible at this time to hazard a guess as to how Congress would react. A certain group unquestionably would support the committee. Another group would fight to the last ditch any reduction in the social services. Individuals who have special interests in one or more of the agencies affected would be willing to speak up and defend that particular agency, notably the farm bloc.

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OPM HAS AUTHORIZED A COMMITTEE OF health specialists to plan a program for the civilian and military populations of the countries fighting the Axis. The committee will be known as the Technical Council of the Health and Supplies Branch of OPM and will be headed by William H. Bristol, Jr., chief of OPM Health Supplies Branch. Its duties will be to ascertain the health supply requirements of the army, navy, and civilian population; to make recommendations for the production and distribution of such items as garbage pails and screens not classified as health supplies but essential for sanitation.

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The Common Welfare

War and the Red Cross

A FEW DAYS AFTER THE JAPANESE ATTACK ON HAWAII the American Red Cross announced a special drive for a war fund of $50,000,000 for its work with our armed forces and with civilian victims of enemy action. The campaign, under the chairmanship of S. Sloan Colt, New York banker, comes close on the heels of one of the most successful rollcalls in Red Cross history.

Almost as soon as the smoke of battle cleared from Pearl Harbor the Red Cross disaster relief set-up had swung into operation. This rapidity of action can be attributed to the ARC's usual policy of preparedness. Twelve fifty-bed first-aid stations already had been set up in Hawaii completely staffed with doctors, nurses and first aid personnel. Intensive training courses had been conducted over a period of several months preparing 2,200 volunteers for emergency duty. Besides its regular staff the local chapter had enrolled more than 1,200 graduate nurses. A trained motor corps was ready to evacuate civilians from bombed areas. Food supplies, blankets, clothing, surgical dressings, canteen and medical supplies were on hand.

Such preparation takes money and advance effort. The Red Cross has been spending $1,000,000 a month in strengthening its resources on all fronts. We do not know to what extent it will be called upon before the last bomb drops and peace comes again to this earth. But we have passed the days when looking forward to any contingency was called hysteria.

All-Time and War-Time Appeals

WAR CHESTS FOR UNITED APPEALS BY ALL-TIME AND war-time health, welfare, and recreational agencies which depend upon private funds, seem to be a probability for next fall. Already the Greater Boston Community Fund and the Rochester Community Chest have announced campaigns, the former now in progress, the latter scheduled for May, to include the regular local agencies plus the Red Cross War Fund, the USO, and other war and foreign relief appeals. These campaigns will be watched closely by Community Chest leaders for indications that would justify a general movement for War Chests in the fall, when 90 percent of community campaigns are held.

At present some of the well-established Chests are skeptical of the value of adding war funds to the all-time appeals, but nevertheless the movement is toward consolidated war appeals. As a step in this direction, over fifty Community Chests successfully included USO local quotas in their last fall campaigns. This number probably will be doubled next fall. American Red Cross national policy is against merger with local War Chests, except under extraordinary circumstances.

The problem of the Community Chests is not whether a united appeal would save money, as it obviously would, but whether local contributors accustomed to giving standard amounts, would double their contributions to a War Chest. In the last war there were only a dozen or so Community Chests so that the War Cests started from scratch. Now, however, the War Chests generally would start from established Community Chests, with their established giving clientele. Another difference between 1917 and 1942 in charitable financing is that war profits now are sharply limited, with much heavier taxation on individuals and corporations. This necessarily means a broadening of the base of giving if large funds are to be raised.

Since the start of this war Canadian cities, in general, have employed the device of three main annual campaigns at well-spaced intervals: one for the Canadian Red Cross, one for other war relief and service agencies, and one for united local agencies. Present thought this side of the border does not incline to that pattern.

Federal Economy

THAT NON-DEFENSE EXPENDITURES OF THE FEDERAL GOVernment can be cut by more than two billion dollars without sacrificing essential social services is the conclusion of a Brookings Institution study, the findings of which were made public on December 28. The study, financed by a grant from the Maurice and Laura Falk Foundation of Pittsburgh, was directed by Henry P. Seidemann. The Brookings Institution proposals far outstrip the economies recommended by the Byrd Committee (see page 15).

For example, where the Byrd committee proposed savings of $27,835,000 in appropriations for flood control, and rivers and harbors (items which notoriously have "pork barrel" aspects) the Brookings study would reduce water projects by $350,000,000. The Byrd committee lists a saving of $400,622,000 in agriculture, with drastic curtailment in federal subsidies for relief milk, penny-a-day milk, school lunches, and the food stamp plan. The Brookings study would cut agricultural expenditures by $625,000,000, largely through curtailment of AAA benefit and parity payments to farmers. A saving of about $300,000,000 is possible, the Brookings study finds, by transfer of costs to state and local governments, which have experienced a marked and continuing fiscal improvement.

Like the Byrd committee, Brookings recommends a saving of nearly $250,000,000 by abolishing the Civilian Conservation Corps, because, "With the outbreak of war, the CCC activities might well be completely absorbed by military and vocational training activities."

The Brookings study declares that, in spite of an increase in national income to an estimated $95,000,000,000 for the current year, as compared with the $60,000,000,000 average for the fiscal years 1935-37, non-defense expenditures are today $200,000,000 higher than the average for the three earlier years.

On the Housing Front

WHILE HOUSERS, OFFICIAL AND UNOFFICIAL, WERE PROtesting the amendment to the Lanham Act as passed by the U. S. House of Representatives, the unexpected happened. Unheralded, Congress put $300,000,000 from another source into the housing hopper. This appropriation to the President "to provide temporary shelter in localities where for any reason arising out of the war a shortage exists" was part of the supplemental appropriations bill for war

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activities. A large proportion of the homes built with these funds probably will be demountable units that meet acceptable standards.

Subsequently the Senate passed the Lanham Act amendment, correcting the more objectionable features of the House version which threatened to scuttle the long-term, low-rent housing program. The Senate struck out provisions that would restrict construction to Public Buildings Administration and the army and navy, and that would require rents based solely on value, and dwellings to be sold as expeditiously as possible. It rejected a desirable House provision to permit a higher construction cost per dwelling unit.

As this is written, (January 1) the amendment is in the hands of a conference committee. The ultimate compromise between House and Senate promises to provide an additional $300,000,000 for war housing. Added to earlier appropriations this means more than a billion dollars available for the purpose.

Even with sufficient funds it might be seriously questioned whether, under the present federal housing set-up, the program can be carried out expeditiously and effectively. In this connection it may well be recalled that the President has wide war powers to reorganize any department or agency of the government. In the field of housing it is generally held that an agency adequate to war needs would function as effectively in a long-range program.

Priority Unemployment

EXPERTS DIFFER AS TO THE PRESENT EXTENT OF "PRIORITIES unemployment," the rate at which it is likely to increase, the length of time it may be expected to continue. There is one fact, however, on which opinion is agreed: unemployment will be a major problem in this country during much of 1942. Shortage of certain materials, delays in placing contracts, shut-downs to retool, need for re-training men and women to adapt their skills to new machines and processes inevitably mean large scale dislocations.

Speaking at a joint session of the American Association for Labor Legislation and the American Statistical Association, Arthur J. Altmeyer, chairman of the Social Security Board, stated on December 30 that "a serious problem of priorities unemployment" will face the United States within six months, that it will be accompanied by "scarcity of labor in a number of skilled occupations," and will be followed by a general labor shortage lasting throughout the war.

The order banning the sale of new passenger cars and trucks, two days later, and the forecast of an early "suspension of production" program for cars and light trucks at an early date, underscores the urgency of the unemployment problem. Prior to the order, about 150,000 automobile workers already were out of work, due to curtailment of automobile output, according to union figures. The United Automobile Workers Union (CIO) estimates that 350,000 more workers will be affected.

Speaking for the automobile industry Alvan Macauley, president of the Automobile Manufacturers Association, endorsed the government's plan to order cessation of passenger car and light truck production. He urged speed in putting through defense contracts, pointing out the unavoidable gap between the placing of a contract and the beginning of production: "It takes time. The Lord himself can't shorten that time. We can't get a contract today and start production tomorrow."

Not only in the "auto towns," but in places where tires and parts, vacuum cleaners, refrigerators, aluminum utensils, and other consumer goods and gadgets have been made, the severity and duration of unemployment in the months ahead will depend on the energy and resourcefulness with which war contracts are placed: to speed the armament program while at the same time they cushion the dislocation for the worker and the community.

Foundation Giving

IN A FINAL REPORT WHICH REVIEWS HIS NINETEEN YEARS as president of the Carnegie Corporation, Frederick P. Keppel, who retired in November, surveys the major changes in foundations and their giving since the "confidence and buoyancy" of 1922.

In 1922, Mr. Keppel recalls, there was, in general, no foundation cooperation with government, "and little or no tie between endowed philanthropy and the business and industrial life of the country." In a day which still had "unshaken confidence in what money could perform," foundation grants were made chiefly to endowed colleges and universities, for the most part for "endowment for general purposes or for buildings."

To Mr. Keppel, the depression poverty in ideas was as marked as the financial problems of the period. "Proposals of constructive significance dropped sharply." The whole pattern of distribution changed. The proportion of grants made on foundation initiative rose sharply, grants to individuals as contrasted with those to institutions increased, obligations for the future were avoided, "the proportion of grants in the middle brackets began to rise at the expense of gifts of $100,000 or more."

Mr. Keppel sets forth some general principles which he believes apply to all foundations. He is convinced that "there are no educational panaceas," but equally he holds that there is "no end to the variety of orthodox and unorthodox educational enterprises to which foundation grants may prove timely and fruitful."

He adds, "The best results come when a foundation grant is given to an organization that is already in a position to meet its normal budget, but can use additional funds to enable it to do something which it is competent to undertake and really wants to do. . . ."

And So On . . .

THE FIRST OF WHAT MAY BE A SERIES OF HEARINGS ON the need of "a fourth category" of general relief under the Social Security Board was held in mid-December before the U. S. Senate Finance Committee. Eight state public welfare officials, led by Clemens J. France of Rhode Island, were impressive witnesses on the existing relief situation and on the necessity of dealing with it as a measure for maintaining national morale. . . . Tuskegee Institute's Department of Records and Research reports four lynchings, all of Negroes, as the sorry toll of 1941. This is one less than in 1940, one more than in 1939. States where the lynchings occurred were Florida, Georgia, North and South Carolina. . . . Russian War Relief, Inc., with headquarters at 535 Fifth Avenue, New York, and established branches in twelve cities, is conducting a national campaign for $3,000,000 for medical supplies for the Soviet Union.

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The Social Front

Welfare and Defense

A GRIM reminder of the difference between a "defense" and a war program was the conference of federal officials held on December 22 to consider plans for a vocational rehabilitation program for disabled men. Attending were representatives of the War and Navy Departments, the Veterans' Administration, the U. S. Public Health Service, the Department of Labor, the National Resources Planning Board, the U. S. Employe's Compensation Commission, the Labor Division of the Office of Production Management, the Social Security Board, the Office of Education, and others. The conference was called by Federal Security Administrator McNutt in response to a request from President Roosevelt. Said the President: "In view of the unhappy casualty prospects of a nation at war, and deeply sensing our responsibility in the matter of softening its disabling effects upon our defenders and upon our people generally . . . I desire that attention be given to the development of a proper program for vocational rehabilitation. . . . Will you advise me of your joint conclusions and give me a plan for an approach to this problem as soon as possible."

Approved—The first applications for maintenance and operation funds for non-education purposes under the $150,000,000 community facilities appropriation were recently approved by the President. The projects involve the granting of Defense Public Works funds for the maintenance and operation of the Mineral County Hospital at Hawthorne, Nev., $5,190; a recreation center for service men in the District of Columbia, $25,860; recreation centers for service men in Atlantic bases, $10,960. The more than 100 applications for maintenance and operation funds previously approved were all for schools. The bulk of the construction projects have been for additions to schools, hospitals, water and sewer facilities.

Altogether a total of 950 DPW projects have been approved at a cost of $142,000,000.

Evacuation—Within a week after the declaration of war, the Civilian Conservation Corps and the American Red Cross instituted a joint agreement whereby the CCC camps were designated for emergency use in the event of mass evacuation caused by enemy action in any part of the country. CCC equipment and personnel will be made available to the Red Cross for rescue of evacués and their transportation to concentration points; for the transportation of medical personnel and medical supplies; for distribution of relief rations; for the transfer of emergency equipment; for service in the preparation of food; for emergency and housing facilities on CCC premises; for storage of Red Cross supplies. CCC personnel, trained for disaster relief work, will carry out their assignments as components of the Red Cross set-up. Every CCC enrollee has been trained in the standard Red Cross first aid course.

Aides—Latest moves in the Red Cross volunteer training program for the emergency are campaigns to train 500,000 canteen aides to handle group feeding in event of disaster or wartime catastrophes, and to train 100,000 nutrition aides to assist in the national nutrition program. The canteen aides will remain under the jurisdiction of the Red Cross to which has been designated the responsibility of group feeding in an emergency. Nutrition aides, however, will wear the uniform of the Office of Civilian Defense and will be assigned to volunteer duty with local nutrition projects.

The USO—To serve troop detachments on special duty along the Pacific shore the United Service Organizations have mobilized an emergency field service program to carry recreational supplies and refreshments to soldiers away from their bases. Another USO service soon to be inaugurated is a service for troops in transit. The service embraces four points: information and personal aid to service men, their relatives and friends traveling to or from camps or naval stations; lounges or club rooms where reading, writing, and checking accomodations will be provided near transportation centers; transport service providing coffee, light refreshments, and magazines to men held in waiting trains or buses; marshalling community resources for hospitality when overnight stops are made. The troops in transit service developed in cooperation with local defense committees. It is planned to use volunteer and civic groups extensively in its operation. . . . A recent recreational and educational program developed by the National Catholic Community Service, USO member agency, may be extended to all other USO agencies. This, the "Star-Spangled Network," includes a system of wired radio stations operating in the camps or naval stations with programs emanating from a local USO club, and a system of amateur short wave radio stations providing transmission of personal messages to service men free of charge. The first wired station was dedicated last month; the first short wave station, in November at New London, Conn.

Concerning Children

EVENTS of recent weeks have made more pertinent than ever the observations of the U. S. Civil Defense Mission sent to Britain last February, whose report in relation to children has just been released by the U. S. Children's Bureau. Prepared by Dr. Martha M. Eliot, the Children's Bureau representative on the mission, the report contains 179 mimeographed pages chock full of information on the measures being taken in Great Britain to protect children from the war. The main body of the report is divided into five parts: the protection of children under bombardment; the effect of war and civil defense on children; the evacuation of children; general comment on evacuation policies and procedures; conclusions and recommendations. A long appendix describes the work and organization of the Women's Voluntary Services for Civil Defense.

Detailed and chronological in its coverage, the report gives a picture of the patient method of trial, error, and revision out of which has developed the present British programs for children. Out of all this information evolves lessons to be taken to heart in planning for our own children on this side of the Atlantic. Thus the conclusions place first emphasis on the necessity for advance planning, advance preparation, and advance training of personnel. Says Dr. Eliot: "Many of the problems faced at the time of the first evacuation [in England] could have been avoided had the authorities made available funds for advance preparation. . . . The relative inadequacy in the United States of fa-

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cilities and services for child health and welfare and maternity care, especially in small cities, towns, and rural areas, and the greater distances between cities and potential reception areas make our problem of planning for the protection of children a far greater one even than that encountered in England. . . . Fortunately, no step need be taken that involves expenditure of funds (except those for part of the central planning) which will not contribute to the health and welfare of children in normal times."

Accounting— In response to requests from child welfare agencies, the New York State Department of Social Welfare has prepared a system of accounting records for expenditures for the care of children in foster homes and is recommending the adoption of its procedures by all agencies desiring to systematize their financial records of foster care. The system is built on four assumptions: the financial obligations incurred by the agency in placing a child and in supervising its care must be properly authorized; the agency has a bookkeeper to perform the functions connected with payments and to record financial transactions; the children's worker is responsible for authorizing payments for services to children under foster care while the bookkeeper is responsible for seeing that such payments are made; the agency maintains a complete financial record for each child for purposes of audit and statistics, of charging cost of care back to place of settlement, of guidance of the children's worker in her continuing supervision. The new system involves seven forms: an authorization for payment for child care; a foster mother's expense account sheet; an order for purchase; a receipt for payment to agency toward care of child; a schedule for listing, child by child, the payments made by the agency for all its children; a record of specific payments for the individual child; a master file record card.

Orphans— Approximately 900 children have become wards of the British government as a result of having lost both parents in the war. Most of these children, under the supervision of the Ministry of Pensions, are living with relatives; others are in foster homes. Many requests for adoption have been made—more, in fact than there are children—but it has been decided to postpone all adoption proceedings until after the war.

Cruelty— One of the most shocking reports to be made in recent times came out of a special investigation of conditions at the Kentucky Houses of Reform, state "training school" for delinquent children at Greendale, Ky. First indication that all was not sweetness and light at the institution came with a report of the Osborne Association two years ago that the school was run in an "old time penal atmosphere." [See *Survey Midmonthly*, May 1940, page 173.] A more recent investigation, made by appointees of the governor, backs up this judgment with facts which would make Charles Dickens turn in his grave. The investigators found 540 children living in non-fireproof buildings (with one exception) constructed for a maximum of 500. One building with a normal capacity of 40 children housed 124 Negro boys. Another, with 100 children, contained only two toilets. Beds, where there were any, had sagging or broken springs, "horrible" mattresses, and were placed only six inches apart. Inmates of the disciplinarian barracks slept on the floor.

Methods of discipline were almost medieval. Boys were confined from 30 to 180 days in cells with wired windows. Their food was shoved under the door in metal dishes and had to be eaten from the floor. Each boy received "ten licks with the paddle" the day he entered the disciplinarian barracks, ten when he was released. A few received paddlings every morning and evening.

The governor's investigators made forty-one recommendations for improvement of the institution. Said they: "No rehabilitative program for the unfortunate children sent to Greendale can be expected to rise much higher than the physical aspects of the plant in which they are housed, work, live, and study. A prompt and determined about face must be made in the full program of plant, grounds, training plans, and facilities."

In Print— "The Life of an Exceptional Child," is the title of the proceedings of the seventh institute on the exceptional child, sponsored by the child research clinic of the Woods School, Langhorne, Pa. Scientific papers presented by pediatricians and neurologists cover the various phases through which the abnormal child presents problems: "Life Begins," "Infant Training," "Primary School Training," "Growing Up," "Adolescence," "Life Span." Single copies available on request from Irene S. Seipt, director, Child Research Clinic, The Woods School, Langhorne, Pa. . . . "Program to Place British Children in Ontario Homes for the Duration of the War," a supplementary report of the Ontario Department of Public Welfare gives the history and organizational setup of the program established in 1940 for the reception and supervision of British child evacués. The department concludes that its experience with the 600 children placed in its care justified the contentions that: placement should be handled by the qualified Provincial child-caring organizations; Provincial control of the placement of children within the Province is essential; modern child placing methods can be adopted to meet any emergency situation with success. From the department, Toronto.

Education

A SPECIAL war commission within the U. S. Office of Education has been established on the recommendation of Commissioner John W. Studebaker, and with the approval of representatives of more than thirty educational organizations, who met in conference in Washington just before Christmas. The commission will serve to facilitate the adjustment of educational agencies to war needs, to inform the government about services which colleges and schools can render, to study the possible effects of government policies and programs on educational agencies, and to recommend, through Mr. Studebaker, proposals for government action. Special wartime services which the commission will seek to improve are the removal of educational handicaps of draft rejectees, plans for using colleges and universities for training various types of army and navy personnel, speed-up in graduation for men likely to be needed in the armed forces. Mr. Studebaker will serve as chairman of the commission. A committee on state and local school administration is headed by Willard E. Givens of the Office of Education, and one on higher education by George F. Zook, president of the American Council of Education.

War and Curricula—From scores of campuses announcement came last month of changes in academic schedules to shorten the time required to obtain a degree, in order that as many students as possible may complete their academic education before being called into service. Most of the eastern men's colleges—Harvard, Yale, Princeton, Dartmouth, Williams, the College of the City of New York, for example—will eliminate the spring vacation and the "break" between semesters, and shorten the long summer vacation. At most of these colleges, the rearrangement means that this year's seniors will graduate early in May; present juniors in February, 1943; sophomores in September, 1943; freshmen in June, 1944. At Northwestern University, highschool juniors with exceptional records will be permitted to enter as college freshmen

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CHARLOTTE WHITTON

Almost as interesting to her American social work friends as to her Canadian colleagues is news of the resignation of Charlotte Whitton as executive director of the Canadian Welfare Council with which she has been associated for the past fifteen years. Miss Whitton is not quitting social work—far from it. She is laying down administrative responsibilities only in order to do more of the writing, speaking, and short-term jobs for which she has been in demand increasingly since the war began. During the past year Miss Whitton has been Number One speaker at many American social work conferences, national and state. In this month alone her dates are taking her to New Hampshire, Vermont, Buffalo, Chicago, and Milwaukee.

A Canadian by birth and conviction Miss Whitton got her M.A. with honors and medals galore from Queens University. She was first associated with what is now the Welfare Council in 1918, but in the intervening years has taken time out for various other activities, all related in one way or another to social organization. Happily she has not been without honor in her own country. In addition to honors for public service conferred by King George V and King George VI, she received the degree of Doctor of Civil Law from King's College, Halifax, in 1939. Her own *alma mater* made her a Doctor of Laws at its hundredth anniversary last October, citing her as its "most distinguished woman graduate."

in September 1942. The plan was originated by Dean Ralph B. Dennis of the school of speech, but other schools in the university probably will adopt it.

Parents Lose— The legal fight by parents of pupils in progressive Lincoln School, Teachers College, Columbia University, to prevent the merger of the school with Horace Mann School, was lost in the New York State Supreme Court. Justice Carroll G. Walter dismissed the suit for an injunction to restrain the college from carrying out the merger. The parents held that the merger would violate the terms of the agreement under which Teachers College received $3,000,000 in 1926 from the General Education Board for experimental work in Lincoln School. Justice Walter held that the primary purpose of the grants was "to insure the permanence of experimental work in the field of elementary and secondary education," and that in making the grants Lincoln School "was a mere incident or means." He further found that the parents failed to prove that educational experiment would suffer from the merger.

Reading Interests— War and increasing employment are responsible for a decrease in reading in this country, and for drastic changes in the type of books read in 1941, according to the annual survey of reading interests made by the American Library Association last month. Shirer's "Berlin Diary" was voted the most popular book of the year by all libraries responding to the ALA questionnaire. Before December 8, no libraries except in a few coastal cities reported any reader interest in defense measures. Since Pearl Harbor, there have been numerous requests for books on the armed forces and on home defense. Next to books about the war and world conditions, the greatest demand in 1941 has been for books on jobs and defense industry. The Cleveland Public Library reports "an unprecedented increase in demands for Spanish and Portuguese grammars and books on Latin America. . . . Books on handicraft and hobbies have fallen off greatly." With increased employment has come a decrease in the circulation of fiction and light reading, and an increase in demand for books dealing with "practical problems and information." As to trends in fiction tastes as compared with the last ten years, the libraries report that historical fiction, particularly novels with an American background, are by far the most popular. There has been a sharp drop in interest in "sophisticated sex novels," and in psychological and proletarian fiction.

Smith College School—The executive committee of the Smith College board of trustees has voted to continue the School of Social Work on that campus, following the report on an evaluation of the school by an impartial survey committee. The chief question at issue was whether Smith, which is primarily a liberal arts college, "could be justified in using its resources in a time of declining income for the support of a graduate school in fields other than the arts and sciences." In the present emergency, Everett Kimball, the director, announces that the school "expects to make its contribution in the field in which, according to all evidence we have gathered, there exists the greatest lack of workers, namely, psychiatric social work." The possibility of seminars and short courses to speed the training of students and as "refresher courses" for professionals is being considered.

Academic Freedom

A "statement of principles" which seeks to define "the appropriate boundaries of academic freedom" was recently adopted by the New York Civil Liberties Committee of the American Civil Liberties Union, 170 Fifth Avenue, New York. In publishing the statement, the committee declares that, in its view, "educational progress is best assured if educators may investigate without restraint and may fully express the convictions they acquire." They add: "Of course, the teacher may not claim to be immune from responsibility for misconduct. If a teacher in fact abuses his educational position, he may not assert that academic freedom precludes disciplinary action." The six principles are:

1. The teacher's freedom in investigation should be restricted only by the demands of his assigned teaching duties.

2. The teacher's freedom in presenting his own subject in the classroom or elsewhere should not be impaired, except in extraordinary cases by specific stipulation in advance. . . .

3. As to controversial topics not within his own field of study, the teacher may not claim an absolute right to use his classroom as a forum for presentation of his views. . . .

4. The teacher, when he speaks or

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writes outside the institution on subjects not within his own field of study, is entitled to precisely the same freedom and is subject to the same responsibility as attach to all other citizens.

5. . . . no teacher should be dismissed or otherwise disciplined because of his beliefs, political activity, or membership in any lawful organization. . . .

6. The contention that certain organizations impose obligations on their members inconsistent with their duties as teachers, is no ground for disciplining them. If this contention is as all embracing as it is supposed to be, then the teachers' conduct will produce grounds for disciplinary action; if not, the universality of the statement is open to such serious question that disciplinary action is not warranted on mere membership alone.

Scholars Protest— A group of 279 social scientists from 74 colleges and universities have protested to Governor Leon C. Phillips of Oklahoma against the current criminal syndicalism prosecutions in that state. [See *Survey Midmonthly* October 1941, page 296.] Pointing to "those implications in the Oklahoma cases which strike directly at our work and our principles," the social scientists state: "Many of the books upon which the convictions were based can be found in school and public libraries throughout the country. When appropriate, we assign them to our students and discuss them in our classes. The important point is not that we do these things, but that we must continue to do them if we are not to betray our trust to the youth of America." The letter was drafted by a special subcommittee of the American Committee for Democracy and Intellectual Freedom, headed by Prof. Mitchell Franklin of Tulane University. Other members of the subcommittee are Prof. Frederic A. Ogg of Wisconsin and Prof. Thomas S. Barclay of Stanford, president and vice-president of the American Political Science Association; Prof. Henry M. Burlage of North Carolina; Prof. Ralph A. Burns of Dartmouth; Prof. Robert E. Cushman of Cornell; Prof. Huntley Dupré of Kentucky.

Inquiry Suspended— The Rapp-Coudert committee, established by the New York legislature in March 1940, to investigate subversive activities in the New York City school system, suspended its inquiry on December 31, and dismissed the fifteen members of its staff. The committee has been responsible for dismissal or suspension of about fifty teachers and clerks in the city colleges and public schools. The largest number affected was at the College of the City of New York, where at its hearings last spring the committee held that sixty members of the staff were communists. Thus far, thirty-three teachers and clerks at CCNY have been suspended, seven dismissed after departmental trials, and others are awaiting trials. The inquiry linked the Teachers Union and the College Teachers Union, locals of the American Federation of Teachers (AFL), with communist leadership and activities. The charters of both locals were revoked by the federation after a nationwide referendum. The committee has issued an interim report on subversive activities among students in public highschools and colleges. "The evidence before us," the committee states, "indicates that not over 3 percent of the students in City College and Brooklyn College—where the problem is most acute—are directly or consciously involved in communist activities." The committee estimates that "10 percent of the students in those two colleges have been drawn into accepting communist leadership," largely through "an elaborate system of conniving, masquerading, interlocking directorates, agitation, and propaganda."

The end of the Coudert hearings was hailed by the Committee for Defense of Public Education as removing "a real barrier to unity of all teachers in New York City, because teachers were split and intimidated by the committee."

Georgia Colleges—Ten of Georgia's state colleges were dropped from the accredited list of the Southern Association of Colleges and Secondary Schools, when that body met at Louisville, Ky., on December 4. The reason was stated to be "unprecedented and unjustifiable political interference" by Governor Eugene Talmadge in educational matters. The action will be effective September 1, 1942. It will not affect credits earned by students prior to that date. The colleges may apply for reinstatement on the accredited list at the 1942 meeting.

Jobs and Workers

A TRI-PARTITE War Labor Board, representing organized labor, industry, and the public, will be appointed shortly by the President, following the recommendations of the group he called together in Washington immediately after the declarations of war. These representatives of employers, unions and government agreed that there shall be no strikes or lockouts during the war, that all disputes shall be settled peacefully, and that a War Labor Board is to serve as a court of final appeal in industrial relations controversies. The December conference, in which the labor group was led by John L. Lewis, left unsettled the thorny issue of the closed shop and changes in union status during the war. At this writing (December 30) the principles on which the recommendations and awards of the board will be based have not been formulated. For the first time since the split between the AFL and the CIO, five years ago, leaders of both factions are meeting with the Secretary of Labor to discuss common problems—in this instance, the size and make-up of the new board, and its methods of procedure.

Employer Views—A decision substantially broadening the rights of employers under the National Labor Relations Act was handed down by the Supreme Court of the United States on December 22. Voting 7 to 0, the Court ruled that the employer has the right to express his views with freedom on labor issues, so long as his statements are not designed to coerce his employes. In determining whether an employer's course constitutes coercion, the Court stated that the National Labor Relations Board "may look at what the company has said as well as what it has done." The Court added: "If the total activities of an employer restrain or coerce his employes in their free choice, then those employes are entitled to the protection of the act. And in determining whether a course of conduct amounts to restraint or coercion, pressure exerted vocally by the employer may no more be disregarded than pressure exerted in other ways." The opinion was handed down in a case which was based on an NLRB order directing the Virginia Electric and Power Company to "disestablish" an independent union of its workers as company dominated. The Court criticized the board's decision, and remanded the case to the Circuit Court of Appeals, with directions to return the case to the NLRB "for a redetermination of the issues in the light of this opinion."

Discrimination—In a statement adopted by its board of directors and forwarded to President Roosevelt, the National Federation of Settlements last week expressed its concern with "existing discriminatory practices against all minority groups, particularly the Negro group, in the matter of opportunities in the army, navy, air and marine corps, and employment in defense industries. . . . We desire to register a protest with you on all discrimination based on race, creed, or color, and it is the sense of this organization that such practices should be abolished and all citizens accorded all rights as guaranteed by the Constitution of the United States."

Heartening progress toward fair em-

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ployment practices in the navy yards was recently reported by Robert C. Weaver, chief of the Negro Employment and Training Branch of the Labor Division of OPM. According to findings of a survey made public by Mr. Weaver, Negro civilian employment in the navy yards increased by more than 100 percent in the year ending September 30, 1941. On that date, 13,401 Negro technical, skilled, semi-skilled, and unskilled workers were employed in the navy yards, as compared with 5,934 in September 1940. "Navy yards throughout the country," Mr. Weaver said, "are hiring thousands of defense training graduates. . . . These trainees . . . are given credit for six months' experience and are hired at starting wages of $4.72 to $5.12 a day. These youths are then upgraded as rapidly as possible into skilled mechanics." The greatest increase in Negro employment occurred at the Charlestown Navy Yard at Charlestown, S. C., and the Norfolk Navy Yard, Portsmouth, Va.

Record and Report— The industrial relations section of the department of economics and social institutions, Princeton University, offers a third supplement to its annotated reading list, "Problems and Policies in Industrial Relations in a War Economy." Price 25 cents from the university. . . . The employment of children in industrialized agriculture, and the need for federal legislation to regulate it, are discussed in "Children Who Work on the Nation's Crops," by Gertrude Folks Zimand. Price 10 cents from the National Child Labor Committee, 419 Fourth Ave., New York. . . . The latest addition to The Reference Shelf of the H. W. Wilson Co., is a volume on "Federal Regulation of Labor Unions," compiled by J. V. Garland. 286 pp. Price $1.25.

Against Crime

THAT success in parole is steadily on the increase in New York State is indicated by three five-year studies of parole histories undertaken by the State Division of Parole. The studies covered persons released on parole from state prisons in 1934, 1935, and 1936. Of those released in the earliest year, 9.4 percent were returned to prison because of the commission of new felonies, 8.1 percent because of the commission of new misdemeanors. Of the 1935 parolees only 8.5 percent committed new felonies within a five-year period; 7.1 percent committed new misdemeanors. Among those released in 1936 the percentage of felony convictions dropped to 7.6 percent, misdemeanors remained at 7.1 percent.

Altogether 85 percent of the parolees of 1936 were not convicted of law infractions during the five years following their release. They included 65 percent who lived up to their parole agreements in full; 20 percent who were returned to prison by the Parole Board rather than by the courts in anticipation of a lapse into criminal ways. The median age of all persons paroled in 1936 was slightly over twenty-seven.

Recreation— *Correctional Recreation,* new mimeographed periodical in the correctional field, is published by the Regional Recreational Association of Correctional Institutions. Through its new organ the association hopes to promote its platform: to improve recreational programs in correctional institutions to meet professional standards; to set up minimum standards of acceptable programs for various institutions; to hold yearly conferences of all members engaged in recreational and allied work; to promote a spirit of mutual professional cooperation and helpfulness through meetings, correspondence, and the like; to establish and maintain a national clearing house for all information relating to recreation in correctional institutions; to publicize successful programs, research, surveys, and achievements of various institutions. Membership and subscription $1, from the association's treasurer, Herman K. Spector, Penitentiary of the City of New York, Rikers Island, N. Y.

Thought and Theory— The biggest yearbook ever published by the National Probation Association in its thirty-four years of existence came off the press last month, one hundred years after the "invention" of probation by John Augustus, Boston shoemaker. [See *Survey Midmonthly,* June 1941, page 183 and 192.] The 500-page volume includes papers by Thomas E. Dewey, New York's "gang-busting" district attorney; Eduard C. Lindeman, professor of social philosophy of the New York School of Social Work; Miriam Van Waters, superintendent of the Reformatory for Women, Framingham, Mass.; Sheldon Glueck of the Harvard University Law School; Marietta Stevenson, assistant director of the American Public Welfare Association, and others. Crime prevention, the theme of the book, is discussed from various angles: the effects of existing methods on children, women, the democratic process, the future. Most of the papers begin with a consideration of probation, but expand in range to include the broader relationships of crime and society, the reciprocal effects of the one upon the other. Through the whole runs testimony to the essential worth of the individual and the importance of developing a system of crime prevention and treatment which involves a recognition of this worth. This is epitomized by a statement by Professor Lindeman: "Faith is the lever without which action is desultory, fitful, and lacking in persistency. If we once come to believe that our situation is manageable, appropriate action is sure to follow." Price $1.25 in paper, $1.75 in cloth, from the association, 1790 Broadway, New York.

1941 Laws— In nearly every one of the forty-three states which held legislative sessions during the past year laws have been enacted affecting probation, parole, or the Juvenile Courts. Four states—Indiana, Maryland, Oklahoma, West Virginia—raised the age limit of Juvenile Court jurisdiction. One state, Connecticut, established its first state Juvenile Court. Another, North Carolina, provided for the establishment of Domestic Relations Courts in two of its counties.

California became the first state to enact a Youth Correction Authority Act modeled after the model Youth Correction Authority statute drawn up by the American Law Institute. [See "Youth Justice," by Curtis Bok, *Survey Graphic* June 1940 and "Treating Youth Crime" by Charles L. Chute, *Survey Midmonthly,* October 1940.] The California act varies from the model in a few respects, the most outstanding being a provision excepting youths on probation from the jurisdiction of the newly established Youth Correction Authority. The California authority consists of three members appointed by the governor. For the next two years its powers of accepting from the courts for treatment youths under twenty-three years of age convicted of crime are permissive. From January 1, 1944 these powers will be mandatory. Exceptions are youths sentenced to death, life imprisonment, imprisonment for ninety days or less.

Three states—Florida, South Carolina, Wyoming—created state administered adult probation and parole systems. The Florida statute puts into effect provisions embodied in a constitutional amendment adopted the previous year. Under the law a parole commission is created, the three members appointed from a list compiled by an examining group of five penologists. Florida thus becomes the first state to provide for the selection of a parole commission on a merit basis. In Pennsylvania, where a hard fight was put up to bring a newly created Board of Parole within the orbit of civil service, the board itself escaped, but all its appointments except its secretary must be made from lists compiled after free competitive examinations.

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Many people view as a step backwards a new Illinois law eliminating former legal provisions forbidding the courts to set fixed sentences. Now the courts can make "advisory recommendations" of the minimum and maximum terms of imprisonment which become mandatory if others suggested by four members of the new Division of Corrections of the Department of Public Safety do not have the written approval of the department's director. Thus, observes the Chicago Crime Commission, the judges are now permitted to set "determinate" sentences within the limits of "the so-called present indeterminate sentence law."

About the Blind

WORK on defense orders for the federal government has enabled several hundred blind persons to be dropped from the relief rolls and has kept hundreds of others from being added to the rolls, according to announcement made last month at the annual meeting of the American Foundation for the Blind held in New York.

"Fifty-four workshops for the blind in twenty-seven states are participating in government orders allocated by National Industries for the Blind, an affiliate of the foundation," reported the foundation's president, M. C. Migel. "Brooms, mops, deck swabs, mattresses, cocoa mats, pillow cases, whiskbrooms, mailing bags, mop handles, and nib-link mats are among the articles bought by the government from the workshops." Some 2,219 blind persons were employed on these orders, among them 600 who are engaged in productive work for the first time.

Mr. Migel also reported that the foundation has been expanding that part of its program devoted to the promotion of progressive education and special methods of teaching in schools and classes for the sightless. Three projects already under way are the dramatic arts project, the Talking Book education project, the teaching model project.

The dramatic arts project, made possible through a grant from the Rockefeller Foundation, has sent three professional coaches to eleven schools for the blind to demonstrate what can be accomplished in the way of imparting poise and self-confidence to the students through the use of dramatics, and to train teachers to carry on this work as a part of the regular curriculum of the school. Because of the success of the demonstration, the association recommends that all schools for the blind include work in dramatics as one of the important parts of the general training. To this end the association is establishing a small braille library of plays and prompt books suitable for use in schools for the blind.

The Talking Book education project is designed to work out a system whereby braille books and Talking Books may be made to supplement each other in the most satisfactory way. A recent study financed by a grant from the Carnegie Corporation, disclosed the fact that Talking Books can be made an important factor in the education of blind children, since they enable the pupils to cover a greater amount of reading matter in a given time than does braille.

In line with the general recognition that the use of models is an important step in the instruction of blind children, the foundation is now at work on a teaching model project designed to make available to schools for the blind without cost a carefully selected collection of models to be used for educational purposes. These models will represent outstanding buildings of ancient and modern times, miniature farms, factories, and communities, all details made to scale.

Frequency— More men than women go blind because of accidents and consequently blindness is more prevalent among men than women. Nevertheless, accidents cause only one sixth of the total incidence of blindness. These are some of the findings of the National Health Survey whose records on blindness have been published in a recent issue of *Public Health Reports,* weekly bulletin of the U. S. Public Health Service. Among others is the fact that blindness in both eyes is much more prevalent among Negroes than whites, the rates being respectively 146 and 76 per 100,000. The affliction was also found to be more prevalent in cities under 100,000 than in large cities, in low income families than in other income groups. Two thirds of the blind were found in families with annual incomes of less than $1,000. The over-all rate of incidence of blindness in both eyes was 83 per 100,000 persons.

Progress— Trachoma incidence in Illinois has dropped from 1,624 reported cases in 1936 to 323 in 1940. Responsible for the spectacular decrease are the trachoma clinics which first began operation in 1934 through the joint efforts of the Illinois Society for the Prevention of Blindness, the State Department of Public Welfare, the Illinois Eye and Ear Infirmary, the WPA. The clinics, held regularly in five centers in the southern part of the state, serve patients from eighteen counties.

Prevention— Industrial eye accidents and legislation to prevent causes of blindness were the two main concerns which ran through the biennial conference of the National Society for the Prevention of Blindness held in New York last month. Both were recognized as problems intensified by the defense program, the first because greatly increased industrial activity increases the hazards of industrial accidents—20 percent of which are eye accidents—and the second because concentrations of troops or defense workers present the necessity for legislation to guard against communicable diseases causing blindness. During the discussions on industrial accidents, it was announced that the National Committee for the Conservation of Man Power in Industries had sent twenty-eight specialists to survey hazards in defense plants with the view of making recommendations to management for their correction.

Among suggestions for legislative action was one for "adequate state laws" to prevent localities from withholding information on the prevalence of communicable disease "because of some economic or social interest." It was also suggested that more stringent restrictions be imposed on the sale of drugs and cosmetics which may have destructive effects on eye tissues. Other concerns which stimulated interest at the conference were the relationship between blindness and nutrition, the difficulties of providing care for partially sighted children in rural districts, the importance of training handicapped children for normal lives. Some 300 physicians, nurses, social workers, industrial hygienists attended the meeting.

Professional

SIX months of experimentation with a public employment service for social workers in the West has produced convincing evidence that this type of facility for getting job and social worker together is entirely feasible. Operating under the auspices of the U. S. Employment Service, the Social Workers Placement Service opened up offices in San Francisco last July in the California Department of Employment. [See *Survey Midmonthly,* April 1941, page 127.] It was first conceived by an informal committee of social workers who were disturbed at the haphazard method of filling and finding social work positions in the West. This group, with a few additions, now acts as advisory committee to the service which is supervised by a trained personnel worker. Although the supervisor has been responsible to the area supervisor of the California Department of Employment, the service is open to social workers and agencies in ten other western states. Recent federalization of all state employment services may alter these interrelationships somewhat, and make more apparent the service's place as a testing ground for

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EDITH ABBOTT

To think of the "Chicago school" without the wise guidance and vital personality of Edith Abbott is difficult indeed. But from President Robert M. Hutchins of the University of Chicago comes the announcement: "Helen R. Wright, professor of social service administration, will succeed Edith Abbott, noted pioneer in the field, as dean of the School of Social Service Administration. Miss Abbott, who has been dean since the school was established in 1920, reaches retirement age in 1942, and Miss Wright's appointment becomes effective in the autumn of that year."

Miss Abbott's association with social work education began in 1908 with the Chicago School of Civics from which developed the graduate school at the university. Her philosophy and her leadership are imposed indelibly on the social programs of this country. Her teaching has shaped the practice of social work everywhere.

the expansion of the U. S. Employment Service into professional fields.

The service makes no attempt to evaluate applicants' qualifications; it sees its main function as one of a clearing house to make information available to agencies and persons who need it. Minimum qualifications for registration include one of the following: preparation in any accredited school of social work; current registration as a social worker by the California Conference of Social Work; employment on salary for one year in a social work capacity. The service embraces all types of social work and may one day be expanded to handle openings in related occupational fields as the committee believes that this would considerably enhance the value of its work.

Fellowship— A public welfare fellowship of $1,000 for the academic year 1942-43 is again offered by the national Delta Gamma fraternity in honor of the public services of Grace Abbott, who was a member of Delta Gamma when she was a student at the University of Nebraska.

The fellowship is open to any woman graduate of an accredited American college or university and may be used at any accredited school of social work, but it is restricted to candidates who have been employed in the public welfare service and who plan to return to it. The fellowship will be awarded in May, 1942, by a committee of Delta Gamma alumnae, chairman, Mrs. Arthur H. Vandenberg, Grand Rapids, Mich., and Washington, D. C.

Applications should be filed not later than April 1, 1942. Any applicant who filed for the 1941-42 fellowship and who may wish to apply again should send for a second application form, but any material filed last year is still available in the files of the committee. Blanks may be obtained from the corresponding secretary of the committee, Mrs. Florence H. Blanchard, 2573 Van Dorn Street, Lincoln, Neb.

In Print— "Experience with Sick Leave, Workmen's Compensation, Group Life Insurance, and Retirement Allowance in Four Chicago Social Agencies," by Gertrude H. Henderson, is a summary of a field study recently submitted by Mrs. Henderson to the School of Social Service Administration, University of Chicago, as her thesis for an M.A. degree. Purpose of the study was to learn the cost of retirement and disability plans to social agencies and their employes. The summary, which is available on request from the author, 2905 North Long Avenue, Chicago, presents an explanation of the methods of conducting the study, its findings and conclusions. It was found that the agencies spent an average of $3 a year per employe to protect their staffs, that employes spend from $1.50 to $2 for self-protection.

SWVB—Just a year older than the West's public placement service, the Social Work Vocational Bureau, a private placement service located in the East, has also reported on its work. This agency began operation in July 1940 to take the place of the defunct Joint Vocational Service. Set up primarily by and for the case work branch of the social work field, it had 1,312 individual members and 355 agency members at the end of its first year. Of the individual members 27 percent were students; 22 percent were men, and 78 percent were women; 95 percent had some training in a school of social work. Individual members were representative of forty-four states: 57 percent came from the Middle Atlantic States; 20 percent from the Middlewest; 11 percent from New England; 7 percent from the South; 5 percent from the Far West. The 959 openings reported to the bureau during the year were in 39 states. Interstate placements amounted to 60 percent of the total placements made during the year, attesting somewhat vividly to the mobility of social workers.

For Group Workers—While social workers of the Far West have turned to the public employment service to fill their need for an over-all placement bureau, group workers in the East have found a similar solution to the problem which has faced them since the closing of the Joint Vocational Service. During the past year the New York State Employment Service has developed a service to group workers and group work agencies as an important phase of the work of its Professional Office. The service keeps no cumulative record file, as, like the Social Work Placement Service in the West, it functions only as a contact between job seekers and job hunters. Applications from non-residents of New York are accepted, provided the applicants have complete graduate training in social group work. The service's main difficulty has lain in a discrepancy between the types of group workers registered and the types of openings reported. The greatest demand has been for young workers for the lesser positions in group work agencies rather than for the persons qualified for more highly responsible positions who are seeking new connections.

Special Number—The *Social Service Review* saw the old year out last month with a special number dedicated to the fiftieth anniversary of the University of Chicago. Special feature of the issue are the papers presented at the university's recent symposium on social welfare by such distinguished experts as Mabel Newcomer, Dr. Martha M. Eliot, Carter Goodrich, Helen Russell Wright, Jeannette Hanford, Edith Abbott, Ralph F. Fuchs. Also included are the regular editorial comments, book reviews, resumes of public documents. Available on subscription from the university, Chicago.

International—The proceedings of the joint meeting of chapters of the American Association of Social Workers and the Canadian Association of Social Workers held in Niagara Falls, Ontario, last September are now available in mimeographed form from the Buffalo chapter of the AASW, 134 West Eagle Street, Buffalo, N. Y. The 200 social workers who attended represented CASW chapters in the Canadian cities of Ottawa, Montreal, Toronto, Hamilton, London, Windsor, and AASW chapters

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in Cleveland, Ohio, Erie, Pa., Buffalo, Rochester, Syracuse, Binghamton, and Elmira, all in New York. Although the Buffalo chapter was the host, the meeting was held on the Canadian side because of the inconvenience to Canadians in getting back and forth across the border.

The general theme of the conference was "Adapting Social Services—in the Present and the Future." Subjects considered by speakers and discussion groups were community organization, group work, family and child welfare, social action. Perhaps because at the time of the meeting the United States was not yet actively at war, there was apparent a definite difference in emphasis in the American and Canadian papers, the former tending to stress principles, the latter concrete experience.

Voice Culture—Because the primary medium of relationship between client and social worker is speech, social workers in New York City are being offered an opportunity for speech improvement through clinic courses at the Vocational Adjustment Bureau. The classes are designed to enable the social worker not only to correct her own speech faults but to enable her to recognize defects in clients and to help guide them toward correction.

Meetings—The Birth Control Federation of America is holding its annual meeting in New York, January 28-30. . . . The nineteenth annual meeting of the American Orthopsychiatric Association is to be held in Detroit, February 19-21. The preliminary program is available on request from Dr. Helen P. Langner, Vassar College, Poughkeepsie, N. Y. . . . The American Congress on Obstetrics and Gynecology will be held in St. Louis, April 6-10. Address inquiries to the congress, 650 Rush Street, Chicago.

With the Settlements

TO help their neighbors in Great Britain, American settlements are collecting funds for the use of British settlements in blitzed areas. Children and adults of the neighborhoods, staff, group leaders, and board members are sharing in the giving. Hundreds of members already have made contributions, which are being transferred through the "Young America Wants to Help" campaign of the British War Relief Society.

The children of University Settlement, New York, set out in November to raise $600 for the purchase of an ambucycle to be used in England. When gifts from their friends, parents, and neighbors had reached this sum, the settlement board of directors matched it, so that two ambucycles were purchased. University Settlement, the oldest in America, was founded two years after the establishment of London's Toynbee Hall, the mother of all settlements.

On the Move— Five settlements, after long existence in downtown areas which were fast becoming depopulated, have this fall opened new quarters nearer to centers needing their services. In most cases work with residents and schools in the new areas preceded relocation.

In Cleveland, Hiram House has been finding its building, located for forty years on Orange Avenue, increasingly cut off from the members. As a result the settlement has sold its property and secured transitional quarters, a residence, offices, and center for adult groups at 3054 Euclid Avenue, and a former bank building at 2201 Woodland Avenue, for activities in an area to which many of its members had moved. This temporary equipment is supplemented by facilities in local schools, playgrounds, and a municipal bath house. Ten years ago, Hiram House began organizing community activities in homes and schools in an outlying area as a demonstration of what might be done cooperatively. Plans are to move eventually into this area.

Woodland Center, Cleveland, several years ago sold its property to the new federal housing project. Many of its Negro neighbors, also displaced by the project, moved further out into the "Kingsbury Run" area which had no social resources. For two years the staff of the center has worked with the schools, businessmen, and residents in the new area, and carried on activities in improvised quarters. Now a former church has been remodelled and opened as the new center.

Denison House, the College Settlement of Boston, after forty-eight years on Tyler Street, authorized a careful study of the radically changing neighborhood by an advisory committee of members of the board, the local Federation of Settlements, and the Council of Social Agencies. As a result the settlement will relocate in the Roxbury-Dorchester area. One staff member will remain in the old area to help families of members make connections with other agencies.

Neighborhood House, St. Louis, is opening a new center at 2901 Rauschenbach as a "continued service to hundreds of its present members who have moved to that area and others who have responded to its experimental work during the last four months."

Flanner House, Indianapolis, after raising approximately $82,000 in a special drive for building funds, arranged with the City Park Board of Commissioners to build on land acquired by the Park Board. The Park Board will operate a playground on a portion of the land. Flanner House will continue its vocational education and employment services, its educational and recreational groups and children's work, and will house facilities for the clinics maintained and administered by the City Health Department. This venture is a demonstration of how public and private agencies can work together to provide much needed services in a crowded area.

Consumer Study— Some 250 women's clubs in a hundred settlements throughout the country are studying the prices they pay for thirteen standard foods in common use in the household. More than 4,000 women are taking part in the study, which is sponsored by the consumers' committee of the National Federation of Settlements, under the chairmanship of Helen Hall, headworker at Henry Street Settlement, New York. Each housewife keeps track of the weekly average price paid for a quart of milk, a certain grade of eggs, a certain kind of meat. At each meeting of the club these individual reports are compiled into schedules for the whole club. The chief purpose of the study is to stir up interest in watching qualities and grades of foods, as well as to compare price rises. Special aid in preparation of study material has been given by the consumer division of the Office of Price Administration.

People and Things

AFTER almost fifty years of public life in the general field of welfare Frederick C. Croxton, who still calls Columbus, Ohio, home, has retired from active service. A farewell dinner recently was given in his honor by his associates in the Bureau of Employment Security, Social Security Board. Because events have piled up rapidly in the past decade many younglings in public welfare work do not know, or have forgotten, that it was Mr. Croxton who formulated and directed the first program of federal participation in emergency unemployment relief. This was the $300,000,000 "loans to the states" program under the Reconstruction Finance Corporation which was instituted in July 1932 and terminated in June 1933 when the Federal Emergency Relief Administration was set up. In framing the RFC program, Mr. Croxton was a pioneer if ever there was one. Under the stress of mounting need and under a great deal of pressure he set up a system that withstood political assaults

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and held many a lesson in state-federal relationships from which the FERA was later to profit.

Pine Tree State—Maine social workers are deploring the loss of two of their "best people," Maude von P. Kemp, district supervisor of child welfare services, and John B. Dillencourt, executive secretary of the Bangor-Brewer Community Chest. Miss Kemp is now with the New York School of Social Work supervising students doing field work with the Westchester County, N. Y., Department of Child Welfare. Mr. Dillencourt is one of the field staff of the Office of Civilian Defense. . . . Newcomers to the Pine Tree State include: Jean Lee, daughter of the late Porter Lee, who has left the New York State Charities Aid Association to go to the Children's Service Bureau of Portland; Dr. M. Eleanor Blish, recently engaged in special studies for the U. S. Children's Bureau, who has been appointed director of maternal and child health in the State Bureau of Health.

Health Workers—Katharine Faville, director of the Henry Street Visiting Nurse Service, New York, recently was appointed consultant on recruitment to the subcommittee on nursing of the Health and Medical Committee, Office of Defense Health and Welfare Services. Miss Faville is also serving as chairman of the committee on recruitment of student nurses of the Nursing Council on National Defense. . . . This month Ruth Houlton, for the past six years associate director of the National Organization for Public Health Nursing, takes over duties as general director, succeeding Dorothy Deming, resigned. . . . Florence I. Mosher, formerly medical social worker at the Babies Hospital, New York City, recently received a provisional appointment as senior medical social worker in the cardiac bureau of the New York State Department of Health. . . . New medical social work consultant at the Crippled Children's Bureau, University of Oregon Medical School, is Irna Garner, formerly supervising medical social worker of the Los Angeles County Health Department.

Independent—The Pasadena branch of the Los Angeles Child Guidance Clinic has undertaken to walk alone, and on January 1 stepped out as a separate agency affiliated with the Pasadena Community Chest. Dr. Arthur Timme, psychiatrist, is director of the clinic; Esther Heath, director of social work.

Educators—A program for the training of medical social workers being inaugurated at the Graduate School of Social Work, University of Washington, during the present winter quarter has been developed by Grace B. Ferguson, former director of the Graduate Division of Social Work, University of Iowa. Miss Ferguson has been with the University of Washington since September. Other faculty members who were new at Washington last fall are: G. Eleanor Kimble, general supervisor of field work, formerly director of the School of Social Work at the University of Denver. Clyde Pritchard, supervisor of theses, formerly director of child welfare services in Idaho; Dr. Douglas Orr, lecturer in psychiatric social work, until recently with the Menninger Clinic, Topeka, Kans. and well-known as co-author with Mrs. Orr of "Health Insurance with Medical Care: The British Experience."

Public Service—Joseph P. Tufts who went to Washington last spring to organize the fair rent program in the Office of Price Administration and Civilian Supply, is now chief of the defense housing branch in the labor division of the Office of Production Management. Mr. Tufts also serves as a member of OPM's Housing Priorities Section and of the OPM Labor Supply Committee. Before going to Washington he was director of the Pittsburgh Housing Association. . . . John J. Corson, until recently director of the Bureau of Old Age and Survivors Insurance, Social Security Board, last month was named director of the Bureau of Employment Security. In his new position Mr. Corson is responsible for the operation of the United States Employment Service, which recently has been given broader functions as a part of the defense program. (See page 15.) Ewan Clague, former director of the Bureau of Employment Security is now associate director, concerned primarily with the unemployment compensation functions of the bureau and the development of ways and means of improving and extending the present unemployment compensation system. Acting director of the Bureau of Old Age and Survivors Insurance is Oscar C. Pogge, former assistant director. . . . The New York State Employment Service has a new employment counselor to juniors in Evelyn Zeiler, for the past three years vocational adviser in the department of blind and crippled of the Brooklyn Bureau of Charities. Succeeding Miss Zeiler at the Brooklyn agency is Marcia W. A. Dane, former program director of the Fourth Place Community Chapel, Brooklyn.

In Settlements—The Neighborhood House, Washington, Pa., has as its new headworker Harold Meyette, formerly of the staff of the East End Neighborhood House, Cleveland. . . . The new headworker at the Fuld Neighborhood House, Newark, N. J., Sophia Lauterbach, last did social work in England. . . . Uncle Sam has deprived at least two settlements of staff members: Howard Gustafson, formerly of East End Neighborhood House, Cleveland, who has entered Camp Stromach for conscientious objectors at Manistee, Mich.; Gail Hansis, boy's worker at Southwark Neighborhood House, Philadelphia, who has left for military service.

Changes—The New York School of Social Work has lost to Pasadena its secretary of admissions, Mary Bray Spence, who has been made executive secretary of the newly organized Family Service Society in the California city. The new society is the outgrowth of a survey made in 1937 by Prof. Edwin A. Cottrell of Stanford University and is the result of four years of careful study and planning by the Council of Social Agencies and the Community Chest. . . . Maurice Karpf is the new executive director of the Los Angeles Federation of Jewish Welfare Organizations succeeding Charles I. Schottland who resigned last spring to go to the U. S. Children's Bureau. For several years Dr. Karpf

LYMAN S. FORD

Newcomer this month to the staff of Community Chests and Councils, Inc. is Lyman S. Ford who has left "the field" for New York to become secretary of CCC's new committee on the organization and administration of Councils of Social Agencies. Mr. Ford was one of "Charlie Stillman's boys" at the Ohio State University School of Social Service Administration. His "work history" includes two years as publicity director of the Columbus, Ohio, Community Fund and Council, five as executive of the Kansas City, Kans., Community Chest Association and, most recently, four as executive of the Evanston, Ill., Community Chest and Council.

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was director of the Chicago Jewish Social Service Bureau, leaving that post in 1925 to organize and direct the Graduate School of Jewish Social Work in New York. . . . Merton J. Trast is the new executive director of the Delaware State Board of Charities. He comes from Lincoln, Nebr., where he was the executive of the Social Welfare Society.

No Rest Now—Clarence King of the New York School of Social Work, who had expected to spend his "quarter off" in a leisurely trailer trip through the south, has signed up instead for full time as executive director of the Civilian Defense Volunteer Offices of Greater New York. . . . Another New York social worker who could not stay idle in these critical times is Edith Shatto King, who several months ago announced her retirement from the Welfare Council of New York City where she was director of information services and of the Social Service Exchange. This month Mrs. King begins full time work as consultant on volunteer programs for hospitals on the staff of New York's United Hospital Fund. For the past few months she has been serving in this capacity on a part time basis while using the other "part" of her time as director of the course for provisionals for the local Junior League.

On the Mend—The friends everywhere of Caroline Bedford of St. Louis will be glad to hear that she is recovering from a recent automobile accident which cost her a hand.

VIRGINIA M. MURRAY, for nearly twenty years director of the Travelers Aid Society of New York, died on December 23 after a brief illness. Although long identified with travelers aid work, Miss Murray was a national figure in the field of delinquency to which she was drawn by six years experience as a court reporter in Dayton's first Juvenile Court. For five years she was chief probation officer of the Children's Court in Columbus, Ohio. She organized and directed the women's division of the Detroit police department and aided in establishing similar activities in Cleveland, New Haven, Atlanta, and San Diego. She organized and for a time directed the women's division of the Bureau of Crime Prevention, now the Juvenile Aid Bureau, in the New York Police Department.

During the first World War, Miss Murray was supervisor of work for women and girls in the War Department's commission for training camp activities. Always interested in soldiers and sailors she was actively engaged, up to the time she was stricken, in developing facilities for serving them through the USO program.

Readers Write

A Tribute

TO THE EDITOR: The public social services of Oklahoma lost a staunch, courageous friend last September when H. M. Curnutt, president *pro-tempore* of the state senate, died of injuries received in a highway accident.

Senator Curnutt was largely responsible for the successful passage of measures for financing welfare services and other important legislation relative to the Department of Public Welfare during the last three sessions of the legislature. Although he had a reputation as a conservative in the expenditure of public funds, he consistently stood for more adequate appropriations for administration and for more generous aid to the dependent children of the state. His quiet influence was responsible for the reemployment of several qualified social workers who were discharged from key positions in the Department of Public Welfare in 1939 and for reorganization of the department in such a way that the state again became eligible for federal funds. He believed in social work and understood its place in public service.

GRACE BROWNING
School of Social Service Administration
University of Chicago

Error and Apology

TO THE EDITOR: In the article "Relief in These Times" in the November *Survey Midmonthly* I was surprised to see a wholly inaccurate statement about relief in Milwaukee. At the end of a brief paragraph you say, "This city still clings to the commissary method of meeting the needs of its relief population. As commodities are the only form of relief, changes in prices are not immediately felt by the recipients."

Surely you know that commodities are not our only form of relief! This Department always has included rents in its budgets and has paid them regularly. For the sake of the record, I will add that our budgets also include payments for coal, fuel oil, ice, gas and electric bills, carfare and household furnishings, and clothing as needed. All medical needs of our clients are met promptly.

I also would like to make it clear that although we supply the provision needs of many of our clients through the commissary we are very much concerned with the price level. One third of our applicants for relief have some cash income—from WPA, private industry, and so on—but they need supplementary aid. We expect them to use their cash for the purchase of food. Naturally in determining the amount of supplementation we must have some basis for determining how much cash must be used for the purchase of food for the various types of families and how much is left for other necessities. A third of our active case load likewise has some cash income but is receiving regular supplementary aid. The same policy is followed as with new applicants. BENJAMIN GLASSBERG
Superintendent, Department of Public Assistance, Milwaukee County, Wis.

The editors of *Survey Midmonthly* offer to Milwaukee County their regrets and apologies for errors of fact for which they have no excuse. Mr. Glassberg is right; we know and frequently have indicated in these pages that since the beginning of the depression Milwaukee has consistently maintained standards of relief as adequate as those of any city in the country.

Believable Social Workers

TO THE EDITOR: If your reading or your scouts haven't yet brought it to your attention, let me say that "A Pinch of Poison" by Frances and Richard Lockridge is worth a mention in the *Midmonthly* as a mystery that, *mirabile dictu,* not only contains a couple of entirely believable social workers but also carries a good bit of interpretation on adoptions.

The book deserves good marks for its characterization, its dialogue, and a soundly plotted mystery. A fair number of mysteries have those qualities, but I can't remember one that contains social workers who are also natural people. Does this mean that social work has arrived?

The central corpus is a social worker much out of the ordinary in that she is a wealthy young volunteer trained, presumably, at the New York School of Social Work. The head of her agency is a nice person; and Pamela North, wondrous day, turns out to be on the committee of the agency.

Social worker friends of Mrs. North will get much joyful appreciation out of one line. Miss Crane, head of the agency, is telling of a worker recently fired. She has gone to another agency which, says Miss Crane, hesitating for the exact phrase, "doesn't have quite our standards." Mrs. North leans over to explain to the police lieutenant, "You know, like the movie one. *They don't keep any records.*" (Italics Mrs. North's. My quotation from memory and not exact.)

The interpretation of good adoption

(Continued on page 28)

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procedures and principles is most effective because it is an integral part of the plot. All told, the Lockridges have done a job that social workers should welcome.

St. Paul, Minn. LOUIS TOWLEY

Of course the Lockridges know that social workers are "also natural people," for Mrs. Lockridge is a social worker herself, on the staff of the New York State Charities Aid Association. And of course she interprets "good adoption procedures and principles" because in her daily job she practices them.—THE EDITORS.

Problem and Proposal

TO THE EDITOR: At this critical time all trained and experienced persons should be utilized in the intensive preparation for national defense. It would seem that this is being done. However, there is one group whose members possess qualifications and experience peculiarly fitting them for work with government or privately operated civilian defense movements but who are being denied the opportunity to serve their country. These are trained executives and organizers, former salaried workers in privately supported organizations engaged in some phase of public welfare.

In the past, the members of this group have been important factors in coordinating public action for social reform, for changes in legislation, for improvement in civic conditions, and many other similar undertakings. They are familiar with conditions throughout the country, they have a wide acquaintance with civic leaders in many states; they are able speakers, with experience in organization methods and procedure. But they are wholly dependent for support upon their own efforts and must be compensated financially.

Today all voluntarily supported organizations are hard pressed for funds. The drain of high taxes upon private incomes and business and the growing demand for funds for relief of war sufferers have drastically reduced organization incomes. Much as the trained worker is needed, the necessity for keeping down overhead expenses has resulted in putting a great deal of work into the hands of volunteers.

With the doors of the majority of the privately supported organizations closed against them, these experienced workers turn to government controlled defense departments and bureaus. Again they meet defeat. They are told that all appointments are made from civil service lists, a long drawn out procedure. Many are beyond the age limit for civil service examinations, though they are active in every respect.

Must this useful, though comparatively small, group of American citizens be denied the opportunity to serve their country because of their economic handicap? Not necessarily. There is a solution to the problem, provided that a sufficient number of persons recognize the asset these workers can be to the defense effort. The solution is financial subsidy. This is not an unusual suggestion; funds have been established to subsidize research workers, scientists, educators, writers, and many others. It would be a fine, patriotic gesture if persons of means, who for physical or other reasons are unable to participate actively in the defense or war relief movements, would contribute to a modest fund to subsidize trained workers for service in behalf of their country.

MABEL JACQUES EICHEL

Georgetown, Conn.

More Echoes from September

TO THE EDITOR: *The Survey,* through the publication of the Community Chest issue, has in my opinion performed another valuable service. To be able to place such material in the hands of workers and board members was most useful.

Omaha, Neb. C. F. MCNEIL

TO THE EDITOR: I have the feeling that that issue broadened the understanding of the role of Community Chests in the social work field, and strengthened further in the minds of the readers the idea that the Community Chest method is an example of democracy efficiently at work. I congratulate Survey Associates on the good material in that issue, and appreciate the service it was to us.

Des Moines, Ia. CHARLES I. MADISON

TO THE EDITOR: I think the Community Chest issue was outstanding and I hope that it may be continued as an annual feature. I do think that more articles by prominent lay leaders known throughout the country would add considerable prestige. I was sorry that we could not afford to send copies to more key persons such as presidents of groups and organizations, clergymen, school principals, government officials, etc. Such people are molders of public opinion and should have received it.

Los Angeles, Calif. CORNELIA PLANK

TO THE EDITOR: We circulated copies of the number to members of our speakers bureau. All of them stated that it was very helpful in broadening their general picture and understanding of the voluntary social welfare movement. From my own viewpoint I feel that the number was an outstanding success. It was comprehensive in that it covered all the major phases of voluntary social work and finances, it was very readable and the photographs and cartoons were well chosen. We hope you'll do it again.

RAYMOND E. BAARTS

Greater Peoria, Ill.

TO THE EDITOR: I am glad to see, as on the cover of the September issue of *Survey Midmonthly,* the use of the term "invention" in such a connection as Community Chests and Councils. The wider spread our awareness that parliaments and port authorities, city managers, and community chests, are *inventions* (just as much as sod-breaker plows and turbines and clocks, fire and wheels), and that one is as *social* as another, the greater our understanding of progress and our responsibility for it. . . . I kept saying to myself, this is democracy at the grass roots, this is what keeps America's feet on the ground; then I turned and read the moving account of the Viennese bookkeeper and saw he saw it too.

Ypsilanti, Mich. BERTHA G. BUELL

TO THE EDITOR: I long have intended to write you about the effectiveness of the special Community Chest number. It was put into the hands of every solicitor, committeeman, and worker in the campaign organization, as well as distributed at large. From an executive's viewpoint it did more than anything else we have had to inform our own leaders and workers, as well as the public. Indeed it was an answer to our prayers.

Lincoln, Nebr. LOUIS W. HORNE

TO THE EDITOR: We distributed copies of the September *Survey* reprints to the workers in our general solicitation divisions. We believe that those who read the various articles (and I feel pretty sure most of them did) gained added insight into the philosophy, purposes, and procedures of Community Chests. My own impression of the number was distinctly favorable. I hope you will do another one of these days.

Roanoke, Va. THORNTON WILCOX

TO THE EDITOR: The Community Chest issue of *Survey Midmonthly* was of definite value to our fall campaign. Every trustee of the Chest, and "key person" was given a copy, as were the executives of our agencies, and the material was discussed at subsequent meetings. I believe that we can state definitely that the issue was one of the contributing factors to the splendid spirit which prevailed throughout our campaign and to the increasing understanding of what Community Chests are and what they do.

Plainfield, N. J. ERNEST A. LILLEY

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Book Reviews

What Every Citizen Should Know

INTRODUCTION TO RESPONSIBLE CITIZENSHIP, by William E. Mosher, editor, and others. Holt. 887 pp. Price $3.25, postpaid by Survey Associates, Inc.

MR. AVERAGE MAN plays many roles and performs many tasks. Few will deny that one of his most important and responsible functions is his duties as citizen. However, candor compels the judgment that Mr. John Q. Citizen seldom spends much time or exercises much intelligence in his capacity as citizen. He is content to let George P. (for petty) Politician do it. He is very vocal in condemning the results, but unwilling to do his necessary part to produce good government. That he gets better government than he deserves is only because most politicians are fairly honest and not wholly incompetent, and many administrative officials are highly competent, intelligent public servants.

The average man knows little about the structure and functioning of local, state, or national government. This book will help him to understand the basic relations of government to social and economic life, particularly in the national and international spheres. Part I, "Social Behavior," by Douglas G. Haring, gives the sociological setting of government by discussing the nature of human nature and the basic factors in culture. Herman C. Beyle, in nine excellent chapters on "Our Ways of Governance," describes the general structure and functioning of our political system while James A. Ross, Jr., in nine chapters on "Economics for the Citizen," shows how economic and political life are related. Part IV, "Democacy—a Historical Appreciation" (ten chapters), by W. Freeman Galpin, Ralph V. Harlow, and W. E. Mosher, gives the developmental background of democracy from Greece to the New Deal. In Part V, Mosher and Marguerite J. Fisher discuss democracy, communism, and fascism. Mosher concludes with an excellent chapter, "Toward an Effective Democracy." The appendix contains a list of "pressure" groups which purport to advance the "public interest." There are excellent discussion questions and bibliographies for each chapter. The style is clear and interesting; the entire book contains relatively little academic dry-as-dust writing.

The book was prepared primarily for college students and is a fine example of how political science is being given a general sociological or integrated social science slant. The ordinary citizen who has been out of college for five years, or who never went, will find in this book a wealth of material to help him become a more responsible citizen. If we are serious about making the world safe for democracy, we should devote some time to making ourselves safe for democracy and democracy productive of a decent life for ordinary human beings. Until Americans take their public and political responsibilities at least as seriously as they now pursue their individual economic and recreational activities, democracy is in danger. This responsibility cannot be borne entirely by school and college students. Mr. Average Citizen better get going, too.

READ BAIN
Miami University, Oxford, Ohio.

The Nurse's Ministry

WHO IS MY PATIENT?, by Russell L. Dicks. Macmillan. 149 pp. Price $1.50, postpaid by Survey Associates, Inc.

THIS is preeminently a book for nurses who want to make of their work not merely a livelihood or a good technique, but a high calling or ministry. Doctors and ministers also will find a careful reading of it highly rewarding. Its most efficacious use will be in the classroom of a school of nursing as a textbook for young, inexperienced students. But it should be taken in small doses under the direction of a spiritually-minded instructor who will use it simply as a basis for more extensive elaboration.

Any nurse worthy of her high calling will find the reading and pondering of this book of great value whether she be on floor duty, "specialing," or working as a visiting nurse in the homes of her patients. This book should be a part of her armamentarium, for in addition to the subject matter, it contains well selected passages of scripture and prayers, appropriate to the needs of patients of all creeds.

But the intelligent nurse requires equipment beyond printed prayers and scripture lists—she needs to understand the religious needs of the sick and to be able to determine what part of that need can be supplied by the clergyman and how she can cooperate with him and with the doctor as well as what she can do herself.

Because of the close relationship between patient and nurse, she will have opportunities given to no other, and her usefulness will depend upon her own enlightened spiritual equipment. One of the things most especially emphasized by way of preparation is the cultivation "of the art of listening." The patient with a sense of guilt, anxiety, fear, or doubt can most frequently find relief by being encouraged to talk. The proper technique for the encouragement and guidance in this talk and for the reassurance which must follow it are outlined in the book.

The last chapter deals with the age-old question, "Why do the innocent suffer?" The author's own philosophy is partially stated in these words—"Life has but one purpose: to build souls for fellowship with God. Suffering is a chief instrument in that building. Like every instrument known to man it is misused and wasted. That is, much suffering serves no creative end. Some suffering pays its dividends at a much later date, so that to judge it during its acute stage would be unfortunate."

This chapter permits a glimpse of the author's own ordeal of suffering from which his life work has stemmed. Thus we are able to understand why a man so young is so utterly dedicated to the service of the sick, and why he is in such deadly earnest in helping nurses and clergymen perform their ministry in the sick room.

CHESTER C. MARSHALL, D.D.
Director, Methodist Hospital
Brooklyn, N. Y.

Children in the Family

THE PARENTS' MANUAL: A GUIDE TO THE EMOTIONAL DEVELOPMENT OF YOUNG CHILDREN, by Anna W. M. Wolf, with a foreword by Dr. William Healy. Simon & Schuster. 331 pp. Price $2.50, postpaid by Survey Associates, Inc.

IN spite of the number of books which have been written for parents, this one by Mrs. Anna Wolf is a welcome addition. Although it includes most of the usual topics about young children (habits, discipline, play, friendships, sexuality), there is a fundamental approach to the discussions which makes the book somewhat unique. The author is basicly concerned with what happens to a child's feelings about his parents and about himself as he develops. Consideration is given throughout to the effect which a parent's attitudes and his behavior will have on the child's emerging personality. This basic point of view is presented in the introduction when she says: "Most parents do not need techniques for management as much as they need experiences that create warm affection and mutual enjoyment. Only on such a basis can techniques begin to work."

There are several chapters devoted to topics not usually found in such books: brothers and sisters; the forgotten father; problem parents. As these subjects suggest, the book is essentially a discussion of family life with an emphasis on human relationships. There is a very realistic approach to problems of jealousy and friction in the family. Especially fine is the section analyzing the differences in the home environment for each

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child in the family. "In the same family there are not just one father and one mother, but as many fathers and mothers as there are children. Therefore, if parents are ever to understand the forces which have gone into the making of their sons and daughters, self-knowledge is the first and most imperative step."

Inevitably there are certain places in the book where some will want to take issue with the author, but these would be minor differences of opinion and decidedly unimportant in relation to the book as a whole. The clear, readable style will make this a valuable contribution not only to parents but to social workers and teachers if they wish to gain a fundamental insight into the effect of family life on child development.

Oakland, Calif. LOIS HAYDEN MEEK

Scientists Open Their Doors

SCIENCE IN PROGRESS, (Second series). By L. J. Stadler, F. W. Went, J. F. Fulton, Douglas Johnson, Alfred C. Lane, H. P. Robertson, Carl D. Anderson, Duncan A. MacInnes, J. W. Beams, and J. C. Hunsaker; edited by George A. Baitsell. Yale University Press. 317 pp. Price $4.

THE DEVELOPMENT OF THE SCIENCES, (Second series). By Oystein Ore, Frank Schlesinger, Henry Margenau, John A. Timm, Chester R. Longwell, Lorande Loss Woodruff, Walter R. Miles, and John F. Fulton; edited by L. L. Woodruff. Yale University Press. 336 pp. Price $3.

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THE extreme specializations which mark the advance of science yield the advantage of a high degree of mastery in many restricted areas—as expressed in that justly famous phrase as to our "knowing more and more about less and and less." The defect of this virtue lies, of course, in the opposite trend of expanding ignorance, through which each of us comes to know progressively less and less about more and more. It is gratifying—and significant—that scientists and professors have in recent years been discovering this annoying concomitant of the higher learning. And they have earnestly attempted to remedy the situation by getting leading specialists to tell the others what it is they are doing, what they are thinking about, and by setting themselves the task of surveying their own specialties in historical perspective.

The first of these books, edited by Professor Baitsell, is a collection of ten Sigma Xi lectures delivered in various parts of the country. It deals with the very forefront of current research—the experimental alteration of heredity, cosmic rays, new ways of calculating the age of the earth, aeronautic research. These are not "popular" in any sense, but are directed to readers and listeners outside the speaker's specialty in each case.

The second of these books is based on public lectures at Yale University sponsored by the Gamma Alpha chapter, and each of the eight units deals with the history of a special science. Both can be commended for the high quality of the effort to share with others what these exceptional men are doing for the more abundant life.

New York BENJAMIN C. GRUENBERG

Migrants

AMERICA'S OWN REFUGEES, by Henry Hill Collins, Jr., Princeton University Press. 323 pp. Price $3, postpaid by Survey Associates, Inc.

FOR more than two years now the Tolan Committee (House of Representatives) investigating the interstate migration of destitute citizens has been holding hearings in various parts of the United States. The reports contain hundreds of stories of migrants and the gleanings of numerous local studies of migrants and migrancy. There are by this time some twenty volumes, much more than any average reader has time for. Some day the Tolan reports will be regarded as valuable historic documents. Today they give the picture of a perplexing problem, not a new one by any means, but a growing and changing one. This book is made up largely of the human stories brought out in those hearings by a man who was there.

The stories are about real people who go places for good reasons, but who seldom find what they seek. Every type of migrancy is considered. The author has added a great deal of factual information about the problem. I have not checked the many figures used, but they seem to be about correct, as good as most in this field where one quantitative guess is about as sound as another. Sources are not given and there is no bibliography, but these are not drawbacks in this kind of book.

The book is an important addition to our literature on a problem which the author shows cannot be handled except on a national basis, not to throttle migrancy, but to guide it and to reduce some of the hazards. The author's style is flowery at points, but this does not apply to the case stories or to his examination of a problem which is going to be more of a challenge later than it has been, or is now. NELS ANDERSON

Works Projects Administration

Personal Experiences

WOMEN IN CRIME, by Florence Monahan. With an introduction by Lewis E. Lawes. Ives Washburn. 306 pp. Price $2.75, postpaid by Survey Associates, Inc.

THE successful management of penal and correctional institutions is a highly individual and unteachable art. The talent for it must be discovered rather than trained, and there is no manual or technique available to an aspirant for the task who lacks courage, resourcefulness, the ability to make quick decisions, and a large humanity.

This is amply illustrated in Miss Monahan's book which is the record of her own personal experiences rather than, as the title suggests, a documentary thesis on criminology. However, throughout the colorful and turbulent record she has managed to interpolate the best current opinion on most of the important phases of the problem so that the book as a whole should be enlightening as well as entertaining to the general reading public.

Miss Monahan is at her best in dealing with the varied types of the women and girls committed to her and in the description of her impromptu techniques in handling the many difficult problems and emergencies.

In vindication of her stand against the political interferences and intrigues with which she has had to deal, Miss Monahan "hews to the line and lets the chips fall where they may." With categorical directness she attacks the personages responsible and calls them by name. Here is a first class exposé which may later cause local repercussions.

The short and rather hasty conclusion is somewhat too optimistic for ready consumption. We cannot visualize handing the problem of the criminal over to the medical profession—even if medical science finally does discover all there is to know about glands. The complexity of the problem calls for the resources of all the social sciences and, in this record, Miss Monahan herself belies such casual optimism. ELIZABETH MUNGER

Connecticut State Farm for Women
Niantic

Missouri Backgrounds

A HISTORY OF POOR RELIEF LEGISLATION AND ADMINISTRATION IN MISSOURI, by Fern Boan. University of Chicago Press. 243 pp. Price $1.50, paper, postpaid by Survey Associates, Inc.

THE University of Chicago deserves commendation for sponsoring its series of state poor law studies. No one can see the turbulent nineteen thirties in perspective or the present hodgepodge of transition without an understanding of state backgrounds.

In this well documented and interesting volume, Fern Boan brings together factual information and interpretation of the development of the poor laws from the time unemployed individuals were "to be sold to the highest bidder for service over a period of months or in case of no bids to be whipped" to the relatively more humane programs of today. While the poor people in Missouri receive better care now than they did forty years ago, the present system is inadequate.

Like most states, Missouri followed the traditional patterns of local responsibility, restrictive residence provisions, and family responsibility, although some of its earlier poor laws were somewhat

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more liberal than the average. Even though Missouri was the first state to pass a mother's pension law and has assumed initial leadership in other directions, "its laws and judicial interpretations have been somewhat more liberal than its administration would indicate." In other words, the laws themselves do not tell the whole story: a $13 average general relief grant is hardly consistent with the standard of "health and decency" in the current statutes.

In addition to the descriptive and tabular material, the volume includes a useful appendix section: a chronological list of Missouri laws relating to the poor, the dates of the establishment of almshouses, a list of judicial decisions, forty-five county "sketches," and copies of interstate letters. The bibliography is somewhat extensive, although it excludes a number of pertinent Master's theses and other local studies made during the last decade.

Missouri social workers particularly will want this book for their libraries; schools and students of welfare will welcome it and similar volumes for teaching and reference purposes.

BENJAMIN E. YOUNGDAHL
Washington University, St. Louis, Mo.

Southern Picture

POSSUM TROT—RURAL COMMUNITY SOUTH, by H. C. Nixon. University of Oklahoma Press. 192 pp. Price $2.50, postpaid by Survey Associates, Inc.

THIS is a colorful, forthright treatment of just what the title implies. The author, well known for such other of his works as "Forty Acres and Steel Mules" and "Social Security for Southern Farmers" and for his teaching and lecturing, in this new volume paints a picture more than he tells a story. There is motion in the picture, however. It is no still life.

The style is casual, somewhat too self-conscious: "These human documents and others like them are the chief source of my story. I myself am a document. I grew up in the community. . . ." The author has a knack for putting things patly and with humor: "Sam Thrash, a Negro sharecropper, anticipated the New Deal's spending theory by thirty years, for he said, 'The eagle on the dollar means to let her fly, and that's what I does.'" And, "Paradoxically, our region goes in stout for politics and leads the nation in non-voting."

Mr. Nixon has a gift for being objective. The latter half of the book is an expansion of the picture of "Possum Trot" to the South and its place in the nation. The book tells of folklore, sketches characters, is historical and geographic in an unsystematic fashion, speaks of revivals, of "likker" drinking, tenancy, country stores, of the exodus from thousands of Possum Trots, of soil erosion, the influx of tractors, the dethronement of King Cotton, transition to diversified farming and manufacturing, the increase in tourist trade, growth in regional philosophy, and actual regional development. It is a readable book and enlightening. The illustrations are from photographs made largely by the Farm Security Administration. They, as the volume, are authentic.

MORRIS R. MITCHELL
State Teachers College, Florence, Ala.

For Staff Study

PRINCIPLES OF CHILD CARE IN INSTITUTIONS: A HANDBOOK FOR STAFF STUDY AND DISCUSSION, compiled by J. B. Ascham, chairman, Committee on Interpretation and Publication, The Ohio Committee on Children's Institutions. 319 pp., Price $1 (paper), from the State Department of Public Welfare, Columbus.

"THE institution of tomorrow will be recognized by the degree of skills it brings into its child-training program," writes the committee in the introduction of this revised compilation of thirty-two lessons prepared by twenty-eight persons in professional and administrative capacity in children's institutions in Ohio. This handbook is designed for use in the in-service training of institutional foster parents whose educational background and understanding of child life is inadequate to meet all of the everyday problems of the child.

This book should be of value not only to institutional foster parents who have little technical knowledge to accompany their experience in child care but also to those who are equipped with professional training for their job. It may be adapted to the experience, the ability, and the needs of the members of a study group.

Among the tools used for improvement of institutional personnel are supervision, general staff conferences, group conferences, institutes, case study, assigned reading, and special lectures. This book is rich in suggestions for its use in staff development programs in children's institutions and contains a classified list of reading materials to supplement its content of history, organization, standards, nutrition, community aspects, general child care, mental hygiene, and religion.

JOHN E. GRIER
The Children's Home, Cincinnati, Ohio

"Something to Do"

HOME HANDICRAFTS FOR GIRLS, by Ruth M. and A. Neely Hall. Lippincott. 359 pp. Price $2.50, postpaid by Survey Associates, Inc.

THIS book will interest every teen age girl with an urge to do things. It is unusual to find a father and daughter collaborating on a book, and in this case it is a particularly fortunate circumstance. The daughter has chosen things which she as a girl feels that other girls will enjoy doing, and the father's mature judgment makes sure that they are practical and workable.

The material is interesting, clearly explained, and profusely illustrated. The projects do not fall into the-use-of-old-scraps category but are worthwhile enterprises from which the maker can expect to achieve worthwhile and professional appearing results. The variety is astonishing and includes things to wear, gifts to make, gardening both indoors and out, photography, parties, things to do for holidays, marionettes, and interior decorating.

Some of the more ambitious projects, such as how to turn the cellar into a game room, might prove moderately costly, but the result, to say nothing of the fun involved, would surely justify the expense.

There are many good ideas for parties including the refreshments which a girl can make herself by following the recipes provided. These are basic recipes which may be varied to produce quite an assortment of results, all of which sound delicious and not too difficult.

For the girl who becomes interested in further work along the lines suggested by this book, the authors have arranged a generous bibliography following each chapter, giving a wide selection of reference material in each field.

HANNAH E. RHODES
Hudson Guild, New York City

Extra Curricular Programs

GROUP ACTIVITIES IN COLLEGE AND SECONDARY SCHOOL, by Ruth Strang. Harper. 361 pp. Price $4, postpaid by Survey Associates, Inc.

"DEMOCRACY cannot be established by fiat; it cannot be bestowed by a benevolent despot. Democratic attitudes need to be both 'caught' and taught. Upon education rests the responsibility for making democracy live up to its name. The major part of this responsibility falls upon the shoulders of leaders of groups, for an understanding of human nature and a humane attitude toward others is acquired not only through books but through human associations." This quotation from Dr. Strang's fourth book of her series presenting the different phases of student personnel work reveals the significant philosophy and timeliness of her handbook for all college and school administrators, personnel officers and teachers of group work. The scholarly approach of the keen and experienced educator, the simplicity of organization, and the thorough treatment of every aspect of the program of group work make this volume a distinctive contribution to the field of education.

In tracing the development of group activities and their values to the individual and society, the author presents a basic philosophy and psychology of education, particularly of counseling, that in-

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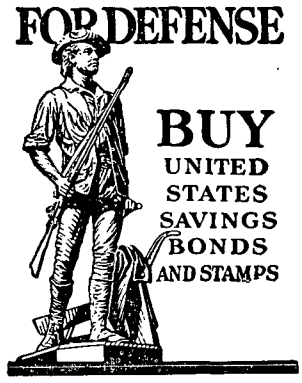

spires confidence and assurance for the experienced leaders of groups as well as those new in the field.

This book first offers a description of the nature of groups and the values which should result from a group work program. With this as a background the main body of the book presents effective procedures for attaining the greatest contribution of student activities which Dr. Strang says is made "to the three C's of modern education—character, culture, and citizenship."

The usefulness of this volume is greatly enhanced by the arrangement of the Selected References which the author has given throughout the text in a most satisfactory way. The scope and challenge of group work is emphasized greatly by the last chapter on evaluation and also by the "Concluding Statements" and "Research Needed" paragraphs at the end of each chapter. Every collection of books on personnel should include "Group Activities in College and Secondary School." LEAH BODDIE
Dean of Students
New Jersey State College for Women

Texas Story

MR. GEORGE'S JOINT, by Elizabeth Lee Wheaton. Dutton. 376 pp. Price $2.50, postpaid by Survey Associates, Inc.

THE inauguration of an annual regional prize under auspices as impeccable as *The Virginia Quarterly Review* and E. P. Dutton Co., certainly raises hopes and bestows a blue ribbon acclaim in the field of regional literature. That the first winner is a realistic novel of Texas Negro life written by Elizabeth Wheaton of Texas City, who makes her debut as a novelist, is indeed significant. However, I feel the significance is transitory not permanent — the sensational significance of the comet rather than that of a new star.

One does not take this position because it is a novel of small town low-life, which might be regarded as "unrepresentative" of Negro life. For it is painstakingly reported and doubtless is true enough to actual fact. This is said rather because in all the brawling intrigue, petty vice, bizarre happenings, and sordid humor, there is little of deep human significance and less of enlightening social analysis. Why all this is or should be, is as much of a mystery at the end as at the beginning: like a human rubbish heap, the denizens of Mr. George's joint are just there—an aimless, useless lot, a bit quaint and colorful, but unconnected with their social background and just as unrepresentative as any detached, unexplained segment of society can possibly be. Other regional novels of this type, even with less meticulous reporting, have told us more of the human side of all this. So, like the photograph, this novel tells both too much and at the same time too little, raising the question as to the literary and cultural value of too much realism. Another serious question, not even suggested, is that of whether the milieu reported is more characteristically racial or local—for in spite of the implicit assumption that what is presented is peculiar to Negro life, there is the real possibility that it is even more representatively small town Texan. It must never be overlooked that the Negro, even in dialect, varies regionally, and in addition to racial color and character, reflects local types in basic manners and mores. Certainly as Negro portraiture, this much heralded work will never compete with fiction of deep social significance like novels by Erskine Caldwell or William Faulkner or Wright's "Native Son." ALAIN LOCKE
Howard University, Washington, D. C.

Run of the Shelves

HOUSING YEARBOOK—1941. Edited by Coleman Woodbury and Edmond H. Hoben. National Association of Housing Officials. 406 pp. Price $3, postpaid by Survey Associates, Inc.

THIS annual sourcebook of information regarding programs and accomplishments of public and private housing agencies follows the general outline of its predecessors, although this year it is considerably longer. Over half the current issue is given over to a uniform presentation, insofar as possible, of official reports of state and local agencies. As usual the work of the federal agencies is described by their respective administrators, with a special section devoted to defense housing which became a major issue during the year. Reports from unofficial housing organizations, from various of NAHO's own committees, and from directors of housing agencies, national, state, and local, complete this always welcome volume.

UNDERSTANDING YOURSELF: THE MENTAL HYGIENE OF PERSONALITY, by Ernest R. Groves. Emerson. 279 pp. Price $2.50, postpaid by Survey Associates, Inc.

A REVISION of earlier books by Dr. Groves, the popularity of which is attested by the fact that this is its sixth printing. As its title suggests, it aims to help the individual understand himself in the light of modern knowledge of the forces that shape personality.

HOW TO INTERVIEW, by Walter Van Dyke Bingham and Bruce Victor Moore. Harper. 263 pp. Price $3, postpaid by Survey Associates, Inc.

THE THIRD REVISION OF A WIDELY USED volume first published in 1931. New material has been added and old material rearranged. General chapters on "First Principles" and "Learning How to Interview" are followed by chapters on interviewing for educational and vocational counseling, employment and placement, case work, oral civil service examinations, and so on. The authors are well known psychologists.

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RUSSELL SAGE FOUNDATION—For the Improvement of Living Conditions—Shelby M. Harrison, General Director; 130 E. 22nd St., New York. Departments: Arts and Social Work, Charity Organization, Consumer Credit Studies, Industrial Studies, Library, Social Work Interpretation, Social Work Year Book, Statistics, Surveys. The publications of the Russell Sage Foundation offer to the public in practical and inexpensive form some of the most important results of its work. Catalogue sent upon request.

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SOCIAL WORK VOCATIONAL BUREAU, 122 East 22d Street, New York City. National placement and counselling service in case work fields. Membership organization for social workers and agencies. No placement fee. Louise C. Odencrantz, Director.

National Red Cross

THE AMERICAN NATIONAL RED CROSS —Administered through National Headquarters in Washington, D. C., and three Area Offices in San Francisco, St. Louis and Alexandria, Va. There are 3,720 local chapters organized mostly on a county basis. Services are: Military and Naval Welfare; Home Service; Disaster Relief; First Aid, Water Safety and Accident Prevention: Nursing Service; Home Nursing; Volunteer Special Services; Medical and Health; Nutrition; Foreign War Relief. The American Junior Red Cross is a division of Junior membership in the National Red Cross.

National Conference

NATIONAL CONFERENCE OF SOCIAL WORK—Shelby Harrison, President, New York City; Howard R. Knight, Secretary, 82 N. High St., Columbus, Ohio. The Conference is an organization to discuss the principles of humanitarian effort and to increase the efficiency of social service agencies. Each year it holds an annual meeting, publishes in permanent form the Proceedings of the meeting and issues a quarterly Bulletin. The sixty-ninth annual convention of the Conference will be held in New Orleans, La., May 10-16, 1942. Proceedings are sent free of charge to all members upon payment of a membership fee of $5.

Racial Adjustment

NATIONAL URBAN LEAGUE, INC., with its 44 branches improves social conditions of Negroes seeking "no alms, but opportunity" for them. Secures and trains social workers. Investigates conditions of city life as bases for practical work. Publishes OPPORTUNITY, Journal of Negro Life. Solicits gifts. 1133 Broadway, New York, N. Y.

Religious Organizations

HOME MISSIONS COUNCIL OF NORTH AMERICA—297 Fourth Ave., New York City. The Inter-Denominational body of the home missions boards of 23 denominations of the United States and Canada. President, George Pitt Beers: Executive Secretaries, Edith E. Lowry, Mark A. Dawber; Migrant Supervisor, Western Area, Mrs. F. E. Shotwell, 83 McAllister St., San Francisco, Calif.; Migrant Supervisor, Gulf to Great Lakes Area, Miss Helen White, 1720 Chouteau Ave., St. Louis, Mo.

JEWISH WELFARE BOARD, 220 Fifth Avenue, New York City. Frank L. Weil, President; Frederick L. Ehrman, Treasurer; Joseph Rosenzweig, Secretary; Louis Kraft, Executive Director. A national agency serving as parent body for Jewish Community Centers, YMHAs, etc., and providing welfare, religious and social activities for soldiers and sailors and other members of defense forces. A member of the United Service Organizations.

NATIONAL BOARD, YOUNG WOMEN'S CHRISTIAN ASSOCIATIONS, 600 Lexington Ave., New York City. An international Christian woman movement devoted to service for women and girls and the attempt to help build a society in which the abundant life is possible for every individual.

NATIONAL COUNCIL OF JEWISH WOMEN, INC.—1819 Broadway, New York City. Mrs. Maurice L. Goldman, President; Mrs. Karl J. Kaufmann, Chairman Ex. Com.; Miss Flora R. Rothenberg, Ex. Dir. Organization of Jewish women initiating and developing programs and activities in service for foreign born, peace, social legislation, adult Jewish education, and social welfare. Conducts bureau of international service. Serves as clearing bureau for local affiliated groups throughout the country.

NATIONAL COUNCIL OF YOUNG MEN'S CHRISTIAN ASSOCIATIONS—347 Madison Ave., New York City. 1187 local Associations federated for Christian leadership and citizenship training among young men and boys.

Penology

THE OSBORNE ASSOCIATION, INC., 114 East 30th Street, New York, N. Y. Telephone CAledonia 5-9720-9721. Activities:— Collects information about penal institutions and works to improve standards of care in penal institutions. Aids discharged prisoners in their problems of readjustment by securing employment and giving such other assistance as they may require. Wm. B. Cox, Executive Secretary.

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Professional Education for Social Work

For positions of responsibility in social work, professional education is essential. The following schools constitute the membership of the American Association of Schools of Social Work. Schools offering a curriculum of one year are indicated by *. Schools not so marked offer two years or more. Correspondence with individual schools is recommended. For information regarding the Association address the Secretary, Miss Leona Massoth, University of Pittsburgh, Pittsburgh, Pa.

ATLANTA UNIVERISITY SCHOOL OF SOCIAL WORK
247 Henry St., S.W., Atlanta, Ga.
Forrester B. Washington, *Director*

BOSTON COLLEGE SCHOOL OF SOCIAL WORK
126 Newbury Street, Boston, Mass.
Rev. Walter McGuinn, S.J., *Dean*

BOSTON UNIVERSITY, SCHOOL OF SOCIAL WORK
84 Exeter St., Boston, Mass.
Richard K. Conant, *Dean*

BRYN MAWR COLLEGE, Bryn Mawr, Pa.
Carola Woerishoffer Graduate Dept. of Social Economy and Social Research
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University Campus, and 25 Niagara Square
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Department of Social Welfare
Harry M. Cassidy, *Director*

CARNEGIE INSTITUTE OF TECHNOLOGY
Department of Social Work, Pittsburgh, Pa.
Mary Clarke Burnett, *Head of Department*

CATHOLIC UNIVERSITY OF AMERICA
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Rev. Thomas E. Mitchell, *Dean*

UNIVERSITY OF CHICAGO, CHICAGO, ILL.
School of Social Service Administration
Edith Abbott, *Dean*

UNIVERSITY OF DENVER, Denver Colorado
Graduate School, Department of Social Work
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805 Woolworth Building, New York, N. Y.
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E. Franklin Frazier, *Director*

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Training Course for Social Work
Louis E. Evans, *in charge*

STATE UNIVERSITY OF IOWA, Iowa City, Iowa
Division of Social Administration
Grace Beals Ferguson, *Director*

*LOUISIANA STATE UNIVERSITY, University, La.
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R. E. Arne, *Director*

UNIVERSITY OF LOUISVILLE, Louisville, Ky.
Graduate Division of Social Administration
John J. Cronin, *Director*

LOYOLA UNIVERSITY SCHOOL OF SOCIAL WORK
28 North Franklin Street, Chicago, Ill.
Rev. Elmer A. Barton, S.J., *Dean*

UNIVERSITY OF MICHIGAN, Curriculum
in Social Work, 40 East Ferry Street
Detroit, Michigan

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F. Stuart Chapin, *Director*

THE MONTREAL SCHOOL OF SOCIAL WORK
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